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REPORT ON THE PROPOSED UNFPA INTERCOUNTRY PROGRAMME, 1992-1995

Report of the Executive Director

Summary

In presenting this report to the Governing Council, the Executive Director proposes to extend the UNFPA intercountry programme for another four years, covering the period 1992-1995. This report provides a brief overview of the current intercountry programme (1988-1991), highlighting the programme's achievements as well as its shortcomings, and presents the proposals for the intercountry programme for 1992-1995, including a short section on each of the components of the programme. It concludes with the financial implications of the proposed programme. This report is accompanied by five short support papers (DP/1991/29/Add.1) which give details of the proposed interregional programme as well as of each of the four proposed regional programmes. This report, which contains a recommendation by the Executive Director, should be read in conjunction with document DP/1991/35.

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INTRODUCTION

1. In presenting this report to the Governing Council, the Executive Director proposes to extend the intercountry programme of the United Nations Population Fund (UNFPA) for another four years, covering the period 1992-1995. An in-depth analysis of the past eight years of the Fund's intercountry programme reaffirms the importance of the programme as an integral part of the Fund's efforts to meet the critical needs of developing countries in the priority areas of UNFPA's mandate. That mandate, as delineated by the Economic and Social Council (ECOSOC) in resolution 1763 (LIV) of 1973 and reaffirmed in ECOSOC resolution 1986/7 of 1986, states as the aims and purposes of UNFPA, inter alia, "to build, on an international basis, . . . the knowledge and the capacity to respond to national, regional, interregional and global needs in the population and family planning fields" and "to promote awareness, both in developed and developing countries, of the social, economic and environmental implications of national and international population problems" (para. 1).

2. UNFPA support to the intercountry programme, which is composed of the interregional programme and four regional programmes, is based on the premise that certain activities can be conducted most efficiently and cost-effectively at the interregional and regional levels. Such activities generally involve training and research at a fairly sophisticated level, as well as awareness creation among policy makers and opinion leaders. The primary aim of the programme is to complement and strengthen country-level activities. The primary focus is to meet the continuing need of developing countries to keep up with the latest technical and methodological developments in population and related fields and to provide these countries with the technical expertise required to carry out population activities at the country level.

3. The intercountry programme provides a unique, cost-effective vehicle for pooling resources, both human and institutional, at the regional and interregional levels to support important activities at the country level (e.g., research and training in maternal and child health and family planning (MCH/FP) and in closely associated information, education and communication activities (IEC)) as well as to address related issues of global relevance such as safe motherhood, reproductive health, population policy formulation, and the status and role of women in society and in development. In this way, the intercountry programme disseminates information on programme implementation and experience in different countries and regions and systematically provides those responsible for activities at the country level with the latest scientific and operational problem-solving techniques pertinent to different programme sectors.

4. This report is presented in three sections. The first provides a brief overview of the current intercountry programme (1988-1991), highlighting the programme's achievements as well as its shortcomings. For the sake of convenience, this section focuses on the primary areas of UNFPA's overall programme: MCH/FP, IEC, basic data collection and analysis, population research and policy development, and special programmes, including those dealing with women's issues and with youth and ageing. The second section presents the proposals for the intercountry programme for 1992-1995, including a short section on each of the components of the programme: the interregional programme and the regional programmes for sub-Saharan Africa, the Arab States and Europe, Asia and the Pacific, and Latin America and the Caribbean. The third section presents the financial implications of the proposed programme. This report is accompanied by five short support papers (DP/1991/29/Add.1) which give details of the proposed interregional programme as well as of each of the four proposed regional programmes.

I. OVERVIEW OF THE INTERCOUNTRY PROGRAMME (1988-1991)

5. In accordance with Governing Council decision 87/30 I, paragraph 18, the Executive Director presented for the approval of the Council at its thirty-fifth session, the UNFPA intercountry programme for the period 1988-1991 in the amount of $185.2 million. The Council (vide decision 88/34 C, paras. 2 and 3, and 88/36, paras. 12, 13, 16, 17, 18 and 19) approved the intercountry programme in the amount of $182.2 million for 1988-1991: a total of $95.1 million for the four regional programmes and $87.1 million for the interregional programme. The programme provided assistance in all substantive programme areas of UNFPA (see para. 4 above) and included such major activities as research and development on contraceptives; development of safe motherhood initiatives; production and dissemination of manuals and teaching materials on population education and of periodicals and special publications on population; research on and development of methodologies aimed at integrating population

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factors into development planning; research on the impact of environmental concerns on population issues and vice versa; research on the demographic impact of AIDS; support for the Fund's Global Programme of Training in Population and Development and for regional training institutes; and research and training on enhancing information systems on women's issues.

6. It is important to note that projected expenditures of the current intercountry programme exceed the amount approved by the Governing Council by $16.4 million -- by approximately $7 million in the case of the interregional programme and by a total of $9.4 million in the case of the regional programmes. The overexpenditure in the interregional programme is primarily due to unanticipated or increased costs for the following activities:

(a) An additional $3.8 million for the Global Programme of Training in Population and Development, which was used: to incorporate into the Global Programme a short-term training programme based at Moscow State University; to establish a new Spanish-language programme in Santiago, Chile; and to cover increased costs for the programmes in Belgium and the Netherlands and for the Office of the International Coordinator caused by unfavourable exchange rates;

(b) Additional costs of approximately $2.5 million to accommodate statutory increases mandated by the United Nations in the salaries and benefits of technical experts and to offset losses in this regard due to unfavourable exchange rates;

(c) An amount of $922,000 to organize and hold the highly successful International Forum on Population in the Twenty-first Century, held in Amsterdam, the Netherlands, in November 1989.

7. The main reason for the overexpenditures in the regional programmes is the increased costs resulting from increases in salaries and benefits of staff of executing agencies and from unfavourable exchange rates. Other reasons include the increased demand for programmes supporting the development of national skills in all sectors and the critical need for technical backstopping of country programmes in Africa; the initiation of the Pan-Arab Project for Child and Maternal Development (PAPCHILD) in the Arab States; and the $2 million expenditure in the Latin America and Caribbean region for activities in the English-speaking Caribbean subregion. These subregional activities were actually country-level activities. However, because of the small size of the countries, it was more cost-effective to approach them on a regional basis.

8. Approximately four fifths of the intercountry programme was executed by organizations and agencies within the United Nations system, including the United Nations regional commissions. The remaining portion was carried out by non-governmental organizations (NGOs). The various substantive programme areas are presented below.

A. Family planning

9. The UNFPA intercountry programme has had perhaps its greatest impact in contraceptive research. During the four-year period 1988-1991, UNFPA allocated approximately $61.3 million for MCH/FP activities undertaken at the regional and interregional levels. Some $20 million, or 32.6 per cent of total allocations to the sector, went to contraceptive research. The bulk of this research was conducted under the auspices of the WHO Special Programme of Research, Development and Research Training in Human Reproduction (WHO/HRP) and through such interregional NGOs as the International Committee for Contraceptive Research (ICCR), the Program for Appropriate Technology in Health/Program for the Introduction and Adaptation of Contraceptive Technology (PATH/PIACT) and The Population Council.

10. The Fund supported research on "second generation" contraceptive implants, focusing on the use of new steroids that could provide effective protection for up to five years from a single implant. UNFPA-supported research also continued to focus on improving the design of the vaginal ring, testing new steroids, refining levonorgestrel-releasing intra-uterine devices (IUDs) and developing male contraceptives. In view of the spread of the acquired immune deficiency syndrome (AIDS) and other sexually transmitted diseases (STDs), UNFPA continued to support research aimed at improving the effectiveness of barrier methods of contraception, notably condoms, as

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well as socio-cultural research aimed at gaining a better understanding of reproductive behaviour in different social and cultural settings.

11. A recent external evaluation of HRP found that the special programme has had a major impact on the development of new and innovative methods to regulate fertility. It also observed that the unique role played by HRP in coordinating research efforts on a global scale could not be carried out nationally. Indeed, one of HRP's important achievements has been to strengthen the capacity of institutions in developing countries to participate in research and development efforts by drawing them into a world-wide network of centres that collaborate in the work of the various task forces of the HRP. The evaluation, however, recommended that in the context of its role in reproductive health research, HRP should give greater attention to social-science research and should also make a concerted effort to involve women in all aspects of its activities.

12. UNFPA support to The Population Council for research on the development and introduction of NORPLANT subdermal contraceptive implants has been extremely successful. Such support, begun in 1985 and continuing throughout the 1988-1991 period, has led to the development of an effective, long-lasting, reversible contraceptive that provides protection for five years. A large number of developing and developed countries, including the United States, have given regulatory approval to this new contraceptive. As a result, NORPLANT is used by thousands of women in Bangladesh, Chile, China, Indonesia, Malaysia, Peru, Rwanda, Sri Lanka and Zaire. Moreover, activities to introduce NORPLANT have just begun in Bolivia, Madagascar, the United Republic of Tanzania and Zimbabwe. Such activities have been accompanied by comprehensive managerial and technical guidelines. Detailed manuals for clinicians and the Guide for Effective Counselling about NORPLANT have also been made available to assist developing countries in expanding the use of NORPLANT if they so desire. It is expected that in the near future, NORPLANT will play an important role in family planning programmes throughout the world. Problems experienced with this project relate mainly to the multi-layered process required to produce and distribute the contraceptive and the attendant need to deal with many collaborators both internationally and nationally. Communications with, and approvals from, so many different authorities have sometimes caused unavoidable delays. However, the process has heightened awareness about the NORPLANT method.

13. During the programme period, UNFPA made extensive use of the research expertise of PATH/PIACT to assist developing countries in assessing options for introducing new contraceptive technologies, in developing adequate testing and quality assurance systems, and in selected cases, in developing the capacity to produce contraceptives locally. PATH/PIACT has already provided assistance to a number of developing countries including Algeria, Bangladesh, China, Cuba, India, Morocco, Pakistan, Turkey, Viet Nam and Zimbabwe.

14. UNFPA, in collaboration with other agencies, recently completed a year-long study on contraceptive requirements in the 1990s. The study examined how much it would cost to meet these requirements, reviewed countries' capacity to produce contraceptives locally and analysed the distribution of contraceptives through the commercial sector and through social marketing and community-based systems. The study found that the annual cost of contraceptives to meet projected needs in the developing countries would have to rise from $399 million in 1990 to $627 million in the year 2000. The study is to be followed by assessments and feasibility studies in specific countries. A consultative group made up of selected donors interested in contraceptive commodity support is expected to coordinate the monitoring of future trends in contraceptive requirements and the setting up of a donor mechanism to meet them. (A report on the study is being submitted to the Governing Council at this session in document DP/1991/34.)

15. The intercountry programme has also been very successful in supporting other areas of research, including that aimed at improving MCH/FP services in order to reduce maternal mortality and morbidity and at gaining a better understanding of adolescent reproductive health. UNFPA also supported operational research aimed at improving the monitoring of MCH/FP information and logistics systems as well as the supervision and evaluation of MCH/FP services.

16. A major undertaking funded through the intercountry programme is a project to monitor and analyse national family planning programmes. The primary objective of the project, which is being implemented by The Population Council in close collaboration with UNFPA, is to establish a comprehensive information system on family

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planning programmes that will provide easy and widespread access to data on programme inputs and performance and facilitate cross-country comparative assessment. Information on 103 developing countries has been computerized and used to devise 30 indices to measure the strength of family planning programmes in the developing world.

17. UNFPA support to various activities in the MCH/FP sector at the regional level has also yielded notable results. For example, two major research activities on MCH/FP management information and logistics systems and on the production and delivery of IEC materials related to family planning programmes were conducted in sub-Saharan Africa. The results highlighted the generally poor quality and coverage of management information systems as well as the lack of national expertise and information exchange mechanisms in the pertinent sectors. In the Arab States region, a project undertaken by Al-Azhar University in Cairo, Egypt, resulted in a publication entitled "The Legacy of Family Planning in Islam", which in turn spurred religious debate about the role of religion in family planning. Such activities have helped to soften the resistance of religious leaders to family planning in the region. More and more religious leaders are supporting the use of contraceptives for purposes of child spacing and better health for mothers and children. In Latin America and the Caribbean, regional assistance has helped promote the acceptance of family planning as an essential component of primary health care and the understanding that women's health cannot be completely safeguarded without proper counselling and the provision of services that permit more effective child spacing. Research areas have included such problem issues as adolescent reproductive health, sex education and maternal mortality.

18. Another area receiving considerable attention in the intercountry programme has been training in various aspects of family planning programmes. The expertise and methodologies developed at the interregional level are often used in local training workshops held for nationals working in country programmes. For example, UNFPA-funded WHO staff specializing in maternal health and in adolescent reproductive health have participated in both regional and country training workshops. During the last two years, special workshops were organized through the adolescent reproductive health project in six anglophone African countries (Kenya, Malawi, Uganda, United Republic of Tanzania, Zambia and Zimbabwe) and five francophone countries (Benin, Burkina Faso, Cote d'Ivoire, Senegal and Togo).

19. In view of the fact that in many sub-Saharan African countries family planning and child-spacing programmes often encounter operational and managerial problems that limit their effectiveness, support provided through the intercountry programme was used to intensify training of health personnel in programme management, in clinical and outreach activities and in dissemination of information on child spacing. The Mauritius-based regional training health centre, other subregional health training centres and WHO participated in this effort. Most of the training activities conducted in other regions focused on various aspects of MCH/FP techniques and methodologies for the benefit of staff at all levels. The focus of these efforts has been to train trainers and to develop methodologies and guidelines so that the knowledge gained could be adapted to different socio-cultural settings. Most of these activities were planned and conducted in close collaboration with WHO and implemented by NGOs, such as the International Planned Parenthood Federation (IPPF), the Japanese Organization for International Cooperation in Family Planning, Inc. (JOICFP), the Centre for Development and Population Activities (CEDPA) and the Margaret Sanger Center.

20. In considering MCH/FP-related activities under the intercountry programme, special mention should be made of the Safe Motherhood Initiative. The 1987 International Safe Motherhood Conference, held in Nairobi, Kenya, and co-sponsored by UNFPA through the interregional programme, generated considerable global concern about the tragedy of maternal mortality and motivated policy makers and health workers from governmental and non-governmental organizations to resolve to tackle the problem. A series of follow-up workshops and planning exercises were organized at the national and regional levels to raise domestic awareness of the issue and to initiate actions to reduce the risks associated with child bearing. These workshops were attended by high-level delegations representing Governments, parliamentarians, NGOs, journalists and United Nations agencies.

21. While family planning programmes have increased considerably both in numbers and sophistication, and the world-wide use of contraceptives has escalated rapidly, there still remains a widely varying range of acceptance between and within countries and regions. Among the constraints identified that can be effectively addressed through the Fund's intercountry programme are insufficient number of trained staff, scarce information on methods,

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misperceptions about side effects and questions about safety issues, and inadequate supply and choice of contraceptives.

B. Information, education and communication

22. IEC activities carried out during the 1988-1991 intercountry programme have been varied, ranging from the development of materials to facilitate training in various countries to an analysis of the different approaches to IEC with a view to enhancing collaborative efforts among organizations working at the country level. Regional programmes have proved to be extremely effective vehicles for providing guidance on integrating population education contents into the curricula of primary and secondary schools and into programmes for teacher training. They have been particularly useful in producing technical guides to assist teachers in the presentation of population subjects.

23. Two particularly noteworthy activities in the area of IEC that were completed during the current intercountry programme are: (a) a UNESCO project to produce kits aimed at improving the training skills of national staff engaged in population education activities at the country level; and (b) an FAO project to introduce population contents in rural youth programmes in selected countries. Three other activities, while not entirely successful, are also worthy of mention: (a) a UNESCO communications project aimed at clarifying conceptual differences in the approaches of different organizations towards communication in field projects (with a view to facilitating collaboration); (b) a joint family life education project at the country level involving numerous NGOs and United Nations agencies aimed at launching youth-to-youth communication activities in family planning; and (c) FAO's experimental project on integration of population education into the agricultural extension services, which explored the best ways to introduce population contents into national agricultural extension programmes.

24. At the regional level, most of the funds made available through the intercountry programme have been used to provide much-needed advisory services. In the Latin America and Caribbean region, such assistance has been used to help produce teaching guides and other educational materials designed to increase the active participation of school children of different age groups in population education programmes. These guides have also served as resources in other regions. In Africa, the most important achievement was the completion of an extensive study of the status of IEC activities in a sub-regional area composed of 12 countries. The results are already being used to orient the new regional programme. In the Arab States, IEC activities have been focused on developing information and education materials and on shifting from a largely mass-media-oriented approach to one that includes person-to-person communications. In Asia and the Pacific, UNESCO executed a population education project to help strengthen national capabilities in the area of population education through development of prototype materials and the establishment of a regional information network.

25. The UNFPA intercountry programme also paid considerable attention to information and education activities aimed at AIDS prevention as well as to the institutionalization of population education in formal education systems. All such activities took women's concerns into account and emphasized personal needs and interests of target audiences. The regional programme in Asia intensified efforts to develop national IEC strategies and to strengthen communication aspects of health delivery systems. This will be a major focus of the new programme in Asia and the Pacific as well as in other regions.

Publications

26. Publication activities have been an integral part of the intercountry IEC programme since its inception. Publications providing basic information on global population issues and on general population patterns and trends, as well as specialized publications focusing on specific topics of global interests (e.g. the Annual Review of Population Law), are most appropriately financed under the interregional programme. Those dealing with regional or national issues are best funded from those programmes. The State of World Population report and the Inventory of Population Projects in Developing Countries Around the World are two good examples of UNFPA publications that have helped to promote awareness of and disseminate information worldwide on population and related issues. Indeed, in recent years, the annual State of World Population report, which is produced in more than 20 languages, has received increasing coverage by the media in developed and developing countries alike and has been widely used

at the country level to generate interest in population activities. The Population Information Network (POPIN) project, undertaken jointly by UNFPA and the United Nations Population Division, is another example of a highly successful intercountry activity that has helped to disseminate information on population issues at the interregional, regional and country levels. UNFPA also supports the production and dissemination of reports, guidelines, newsletters and other information materials to increasingly larger audiences in developing countries through regional and interregional projects with WHO, ILO, FAO and UNESCO and selected NGOs.

27. The importance of the role of publications in promoting awareness and disseminating information cannot be underestimated. In fact, it is clear that the priority that countries and regions attach to population issues will continue to depend on the quality and reliability of the information they have at their disposal. Critical activities in this regard include, among others, the effective promotion of awareness, the continual exchange of experiences and the wide dissemination of research findings for use in operational programmes as well as in development planning.

C. Population data collection

28. During 1988-1991, the UNFPA intercountry programme supported a wide range of research and training projects focusing on the collection of data and the conduct of surveys. The majority of these activities were undertaken in close collaboration with the United Nations Statistical Office, the Population Division and the various United Nations regional commissions. To help increase the utilization of available data, UNFPA provided support to such NGOs as the International Statistical Institute (ISI), for the distribution of data sets and training in their use, and to the International Institute for Vital Registration and Statistics, for activities designed to improve civil registration and vital statistics.

29. The intercountry programme has supported a considerable amount of work at the national and interregional levels to help develop statistics and indicators relating to the situation of women. The United Nations Statistical Office, in collaboration with the United Nations Department of Technical Co-operation for Development (DTCD) and with financial support from UNFPA, has developed a database called Women's Indicators and Statistics Data Base for Microcomputers (WISTAT). This database is increasingly recognized as the standard resource for international statistics on women. It has been used in the preparation of a wall chart and several publications, including a new type of statistical report, The World's Women, 1970-1990, which presents statistics and analyses on women's conditions that can easily be understood and used by policy makers, planners and women's organizations. To facilitate further use of the database, The Handbook for the Preparation of National Statistical Data Bases on Women was published in 1990.

30. UNFPA regional programmes also made significant progress in the area of data collection. In the Arab States region, for example, PAPCHILD, co-funded by Arab Gulf Development Fund (AGFUND), the League of Arab States, UNICEF, WHO and UNFPA, produced a state-of-the-art conceptual, empirical and analytical framework for collecting, analysing, disseminating and utilizing information on social, economic, demographic and health issues. The regional programmes in Asia and the Pacific and in Latin America and the Caribbean focused on developing computer-based methodologies and programmes to collect and process data and on training in the use of such methodologies and programmes. Both programmes also stressed training in census-related activities in order to strengthen national capacities to collect and analyse data. The regional programme in Africa, primarily through the Inter-Census Training Programme at the Institut de Formation et de Recherche Démographique (IFORD) and the Regional Institute for Population Studies (RIPS), helped to train numerous people in the region in various aspects of census organization and data analysis. Owing to the magnitude of the need for trained staff in the region, however, training in data collection and analysis remains a priority area for assistance.

D. Population research, training and policy development

31. Intercountry programme activities in the area of research and policy development have focused on enhancing the understanding of population as an integral component of the development process and on developing the practical know-how for integrating population factors into policy formulation and development planning. This has

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been done primarily through training in demography and in population and development as well as through the conduct of essential research and the development of methodologies to facilitate the use of demographic data in development planning. The overall aim of the activities in this area is to help clarify complex issues and to apply the knowledge and understanding so gained to help solve specific problems at the country level.

32. Interregional activities have concentrated on four areas: awarding fellowships for graduate-level study in the population field; organizing workshops and seminars to give policy makers and technicians the opportunity to exchange ideas and experiences in different but related substantive sectors; training in integrating population factors into the development process; and carrying out essential research on complex issues and applying the knowledge gained to develop appropriate approaches and methodologies to address programmatic needs at the country level. A prime example of this last type of activity is the CAPPA (Computer-Assisted Agricultural and Population Planning Assistance) model developed initially by FAO as part of an interregional project. The model has been used with considerable success in Tunisia and the Dominican Republic, among others, to help staff in agricultural ministries understand and plan for the interaction between population trends and agricultural factors. Another notable example is the analytical framework devised by the ILO to study the implications of demographic trends for the creation of employment and the provision of social services in rapidly growing urban centres. Other important policy and operations research conducted under the interregional programme, much of it carried out by the United Nations Population Division, covers such areas as women, migration, urbanization, and population and development.

33. The intercountry programme, at both the interregional and regional levels, has paid special attention to training in integrating population factors into the development process. Such training has been provided through various means, including short- and long-term academic courses as well as short-term seminars and workshops. Of these activities the most important is the Global Programme of Training in Population and Development. An independent evaluation of the Programme conducted in 1990 found that it had achieved its immediate objective of providing quality training to mid-career personnel from developing countries. The evaluation concluded, however, that the number of people trained had been insufficient to respond adequately to the needs of developing countries. It therefore recommended, among other things, increasing the number of fellowships to the Global Programme.

34. Training in population and development conducted through the intercountry programme is also notable for the considerable interaction it has generated between the interregional, regional and national levels. The interregional programme, while directly training only a limited number of staff, has strengthened the training programmes at the regional and country level through the development of training methodologies and training materials and guidelines. Moreover, regional, national and even local training programmes often draw on the expertise available at the interregional level, particularly that of the Global Programme. For example, there is considerable interaction between the regional training programme at the International Institute for Population Studies in Bombay and the Global Programme in Trivandrum. Similarly, the regional training institutes in Africa -- e.g., IFORD in Cameroon and RIPS in Ghana -- have maintained close contacts with the various institutes of the Global Programme. The net result of this extensive interaction is an ever-expanding number of trained staff who themselves can serve as trainers at all levels of the system.

35. Despite the success of past efforts in the areas of population research, training and policy development, reviews of the UNFPA activities in these areas show that there is still a wide gap between the existing expertise at the national level and that which is needed for countries to become self-reliant in the execution of population and development activities. As a result, the proposed programme will continue, and in some cases expand upon, ongoing research activities at the interregional level and also introduce new areas of research in order to develop new methodologies and approaches to help solve emerging problems at the country level.

E. Special programmes

Women, population and development

36. The activities supported by the Fund in this area during the period 1988-1991 have been based on UNFPA's strategy to strengthen the capacity of the Fund to deal with issues concerning women, population and development, which was approved by the Council in decision 87/30. As required by the strategy, UNFPA placed considerable

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emphasis on training activities at the regional and interregional level. Such training focused on the theoretical and operational aspects of incorporating gender issues in all activities supported by UNFPA, in particular those dealing with the formulation of population policies and programmes. The Fund systematically provided training for UNFPA staff at headquarters as well as in the field through regional workshops. The regional training also benefited national counterparts. Some of these training activities were undertaken as part of the collaborative efforts among the Joint Consultative Group on Policy (JCGP) organizations, with the participation of the staffs of UNICEF, UNDP, the International Fund for Agricultural Development (IFAD) and the World Food Programme (WFP).

37. Recognizing that informed decision-making and effective research depend on timely and reliable data, UNFPA supported a number of activities aimed at developing methodologies to facilitate the collection, analysis and disaggregation of gender-specific data and providing training in the design and use of databases in the area of women, population and development. One notable example of this type of activity, as mentioned above, is the United Nations Women's Indicators and Statistics Data Base for Microcomputers (WISTAT). Another is the FAO-initiated pilot database on rural women, which is intended to provide planners and programme managers with policy options to improve the quality of life for rural women. The database includes information on gender, socio-economic status, agricultural and demographic factors and the environment. This multi-disciplinary approach allows planners to monitor the status of women more effectively and to study how female-headed households and female workers are affected by environmental degradation and new agricultural technologies.

38. With a view to strengthening and enhancing the involvement of women's organizations in MCH/FP programmes, WHO, in close collaboration with UNFPA, developed a series of training programmes dealing with such issues as the importance of women's decision-making in controlling their own fertility and the need for the further involvement of women's organizations in designing effective and relevant family planning activities. One of the outcomes of this project was the establishment of a network of women's organizations, which will facilitate follow-up activities and the dissemination of information. Other notable activities receiving support under the intercountry programme in the area of women, population and development include the regional training programme at CEDPA aimed at improving women's skills in management, monitoring and evaluation of family planning programmes; and the development and implementation by the Inter-African Committee (IAC) of a combined training and IEC project to facilitate the abolition of traditional practices that are harmful to the health and well-being of women.

Ageing and youth

39. During the 1988-1991 period, UNFPA supported a number of research activities aimed at enhancing the understanding of the causes and implications of the ageing of populations and how it relates to socio-economic development. The bulk of UNFPA's assistance in this area went to the International Institute of Aging in Malta to support its efforts in implementing the Vienna International Plan of Action on Aging. This assistance focused on fulfilling the research and training needs of developing countries and on strengthening the links between and among developed and developing countries in promoting technical cooperation, exchanging skills and knowledge, and providing advisory services. UNFPA also supported a project executed by the Economic Commission for Europe (ECE) to provide developing ECE-member countries with a better understanding of the implications of emerging changes in the population structure and to encourage them to accommodate such changes in their planning processes. The Fund also supported a project to assess alternative policies and programmes in ESCAP countries to deal with anticipated problems related to changing age structure in the light of socio-economic development.

40. In the area of youth, which is a key concern of many countries, UNFPA has supported, at the interregional level, activities undertaken by the ILO, FAO, UNESCO, WHO and a number of NGOs, including IPPF and the World Association of Youth. Most of these activities have concentrated on the education and communication sector as well as on adolescent fertility, family life education and responsible parenthood. Under a youth-for-youth project, IPPF, in collaboration with national youth NGOs, organized national workshops in Colombia, Egypt, Jamaica, Senegal and Sri Lanka during the year. The idea behind this experimental project is to develop a model, for replication elsewhere, whereby youth themselves, working through their NGOs, can identify their reproductive and related health needs and help mobilise resources to meet them. While the results obtained thus far are still being

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analysed, the developments have been encouraging. Under the other project, FAO, with UNFPA assistance, developed a set of population education guides for leaders of rural youth organizations and groups of young farmers aimed at creating awareness of how rapid population growth affects their daily lives.

II. PROPOSED PROGRAMME FOR 1992-1995

41. The proposed programme for 1992-1995 would continue and expand upon the many successful activities of the current programme, as well as address major shortcomings and those areas in need of greater attention. Research on contraceptives and training in various aspects of MCH/FP and support IEC would again be priority activities, as would population research and policy development. The proposed programme would also give priority consideration to activities aimed at advancing the role and status of women, as well as those aimed at integrating environmental concerns into population policies and programmes.

42. In terms of programme areas, the proposed programme, like the current one, would address all major categories of the UNFPA programme: MCH/FP, IEC, basic data collection and analysis, population research and policy development, and special programmes, including women, population and development, and ageing and youth. Operationally, the proposed programme takes into account the trend of the 1988-1991 programme cycle, which includes: (a) emphasis on national execution of projects; (b) rapid growth in the number and complexity of national population projects and programmes requiring more sophisticated and multi-disciplinary approaches; and (c) increased use of national, rather than resident foreign experts to implement project activities. The trend towards national execution of increasingly complex programmes magnifies the continuing need for developing countries to keep up with the latest scientific and methodological approaches to problem-solving and to make use of the pool of experts and expert knowledge that is available at the regional and interregional levels.

43. The proposed intercountry programme, therefore, has been specially designed to help developing countries to formulate and implement their own programmes and to solve the complex problems that may arise during the implementation of programme activities. The purpose of the proposed activities is threefold: (a) to directly address specific country-level needs; (b) to complement and strengthen ongoing country-level activities; and (c) to ensure that the results of interregional and regional activities can be readily and easily transferred to and used at the country level. In order to gain a clearer understanding of how the proposed programme could best achieve this threefold purpose, UNFPA analysed the information provided in the monitoring and evaluation reports of country programmes and other relevant reports prepared by UNFPA Country Directors and representatives of executing agencies. This was followed by extensive discussions with representatives from the participating agencies within the United Nations system and from major NGOs. UNFPA also conferred extensively with its field offices to ensure that proposed intercountry programme activities would directly address the specific needs of developing countries. This process benefited further from the regional meetings that were held during 1990 in Africa, Asia and the Pacific, and Latin America and the Caribbean, at which UNFPA headquarters and field staff and some agencies participated in the deliberations.

44. The Executive Director proposes to allocate $178.0 million (18.5 per cent of programmable resources) for the intercountry programme during 1992-1995. Of this amount, $111.6 million would be provided to the interregional programme and $66.4 million to the regional programmes, as follows: sub-Saharan Africa ($25.9 million); Asia and the Pacific ($16.0 million); Latin America and the Caribbean ($13.8 million); and Arab States and Europe ($10.7 million). An explanation of the distribution of resources among the five programmes and the breakdown of the intercountry programme by programme area are provided in section III of this report.

45. Among the many areas requiring continued support in the proposed programme are training, research and awareness creation. Training would concentrate on such areas as population and development, various aspects of family planning programmes, and basic demographic indicators. Research would focus on developing new and on improving existing methods of contraception as well as on gaining a better understanding of the attitudes towards and perceptions of family planning practices in different socio-cultural settings. The awareness-creation activities would include the production of a number of publications and information materials and the holding of seminars and conferences on issues of importance in the field of population.

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46. The proposed intercountry programme would continue to emphasize the role of women in population and development. An emerging area requiring increasing emphasis is the integration of environmental considerations into population policies and programmes. This can be done most effectively at the interregional level. The problems involved are complex, requiring inter-sectoral approaches to assess, monitor and evaluate them, as well as inter-agency cooperation to resolve them. This is all the more true in that environmental problems cut across national borders and have regional and global effects.

47. UNFPA would work closely with those agencies and organizations that have the capacity as well as the mandate to participate in joint activities to be undertaken in each of the proposed programming sectors and sub-sectors. They include United Nations organizations, specialized agencies and regional commissions as well as a number of NGOs. The following sections summarize the main activities proposed in each of the programme categories for the interregional and the regional programmes.

A. Proposed interregional programme 1992-1995

48. The proposed interregional programme will essentially maintain the priorities established in the previous cycle of assistance. For example, MCH/FP would account for approximately 39.0 per cent of the assistance, followed by population research and policy development at 25.6 per cent, IEC at 15.9 per cent, special programmes at 9.1 per cent and basic data collection at 6.5 per cent. The remaining 3.9 per cent will be kept in reserve (see table 2 in section III of this report).

Maternal and child health/family planning

49. Maternal and child health and family planning will again be a priority area for assistance in the proposed UNFPA interregional programme. A major portion of this assistance will be used to improve the effectiveness and safety of existing contraceptives and to develop new contraceptive technologies and methods. New and improved contraceptives will be tested in pilot projects and then adapted to meet the specific needs of individual developing countries. Such activities take on added importance as private industry continues to withdraw from contraceptive research and development in the face of spiralling expenses and increasing exposure to product liability lawsuits. The UNFPA interregional programme thus remains one of the most important sources of support for contraceptive research and development.

50. UNFPA therefore proposes to continue to support contraceptive research and development at the interregional level through assistance to WHO/HRP, the International Committee for Contraceptive Research and The Population Council. Such assistance will be used to further develop innovative contraceptive methods including, among others, NORPLANT II, a new two-rod subdermal contraceptive; ST 1435, a progestin appropriate for lactating women; various types of hormone-releasing contraceptive rings and IUDs; contraceptive implants for males; and new barrier methods using spermicide agents that may provide protection against sexually transmitted diseases including HIV. The Fund will ensure that scientists from developing countries will continue to participate in these activities.

51. During 1992-1995, UNFPA will continue to support related research and training activities of WHO/HRP and the efforts of The Population Council to introduce NORPLANT to 12 additional countries. The Fund will also provide assistance to PATH/PIACT in introducing and adapting contraceptive technology to meet the needs of specific developing countries in order to improve the availability, acceptance and continued use of new contraceptive methods. UNFPA support will also enable PIACT to further explore opportunities for and the feasibility of producing contraceptives locally. The aim of these activities is to make available as wide a range of contraceptives as possible and thereby to increase people's options for use of contraception. Related activities will include the development of educational materials, the provision of clinical training, the conduct of local clinical trials and the provision of technical assistance.

52. During the proposed programme, to complement world-wide initiatives on Safe Motherhood, UNFPA will continue to provide support for the global database on maternal mortality and morbidity, updating and improving

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the information on fertility regulation, breastfeeding and other crucial areas related to maternal health. Moreover, to achieve the WHO/UNICEF/UNFPA joint goal of reducing maternal mortality by half by the year 2000, adequate information on the current levels and patterns of maternal health will be needed. A number of epidemiological studies in the area of maternal mortality and morbidity, to be coordinated by WHO, will be supported by UNFPA during 1992-1995 in order to collect scientific information for programme and awareness-creation activities.

53. Other important activities in the MCH/FP area in the proposed programme include operational research aimed at developing new strategies to improve the delivery of quality family planning services, in particular to groups not normally targeted for such services, such as non-pregnant married and unmarried women, adolescents and males. The emphasis will be on stimulating community participation and making services available to couples in their villages and homes. WHO, IPPF, The Population Council, JOICFP and other NGOs will provide technical assistance. The interregional programme will also support activities in the area of adolescent reproductive health, drawing upon past research carried out by WHO. A primary aim will be to counsel adolescents in the various family planning services available in order to help prevent unwanted pregnancies and limit the incidence of sexually transmitted diseases, including AIDS.

54. UNFPA will also provide support to find new and innovative means of improving the interpersonal communications and counselling skills of health personnel in the area of family planning. WHO, UNESCO, The Population Council, Johns Hopkins University and selected NGOs will assist in developing and testing new methodologies and techniques of interpersonal communications and counselling to improve effectiveness, acceptability and continuation of contraceptive practice.

55. UNFPA will continue to support the development and updating of technical and managerial guidelines and training materials on MCH/FP. Previous guidelines and materials will be evaluated in order to assess how they are used as well as their effectiveness. UNFPA will also continue to support the dissemination of technical information on MCH/FP and other related areas to managers and policy-makers and to international organizations and donors.

Information, education and communication

56. In the area of information, education and communication, UNFPA intends to launch a global initiative to improve the relevance and effectiveness of population IEC messages. This is to be achieved through, among other things, conducting qualitative audience research. Such research will enable communicators to "listen" to an audience before designing messages and selecting appropriate communication channels. Other activities will include the pre-testing of messages and the evaluation of population communication activities. Training in this area must be improved and the sharing of experiences facilitated. This can be accomplished in part by establishing a mechanism at the interregional level to encourage communication between training institutions in different parts of the world that have similar objectives and face common problems. It is also important to raise the level of technical competence of staff engaged in communications activities in country projects. This can be done through, among other things, training programmes and training materials that focus on sharing successful experiences.

57. One of the groups most in need of family planning, yet heretofore most neglected, is youth. Therefore, UNFPA plans to launch a communications programme to mobilize young people to serve as advocates of family planning. These youth will talk to other young people with the dual aim of creating awareness and improving young people's access to family planning information and services. The proposed communications programme will take into account the need to segment audiences, distinguishing, for example, between the needs of young married couples and younger adolescents, and to develop a set of appropriate messages around the theme(s) selected: delaying the birth of the first child, acting responsibly in terms of sexual behaviour, and preventing STDs and AIDS, among others. Audio-visual and print materials, together with a media package in the languages needed, are to be produced, after field testing by UNFPA field offices, executing agencies and NGOs.

58. Rural youth have special needs. UNFPA therefore intends to continue to develop population education materials specially aimed at their needs, including the introduction of such materials with income-generating activities. Other activities to be undertaken include the further testing and adaptation of materials designed by FAO under the current interregional programme, which is operating in selected countries in Africa and Latin America

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and then moving into Asian and Arab countries early in the programme cycle. This would include preparation of guidelines and materials for the personnel concerned.

59. UNFPA recognizes the need to translate population education goals into concrete concepts and practical course content and to improve the methodologies used to evaluate population education activities. An effective means to address these needs is to convene group meetings of experts from around the world to share experiences and seek solutions. The findings of such meetings should be disseminated widely, either in the form of a major publication or a specialized newsletter, or both. The meetings and resulting publications would have the added advantage of improving communication among population education professionals, which is greatly needed.

60. It is equally important to step up efforts to integrate population education into various disciplines at the university level, in particular in curriculum development and the training of trainers. It is also necessary to further integrate population concerns into activities aimed at special population groups, such as those in the organized labour sector and those outside it. Under the proposed programme, the ILO will devise strategies to improve its regular training and technical co-operation programmes in the organized sector. To be effective, these strategies will have to be accompanied by awareness-creation and motivational activities and make extensive use of training materials. Population concerns will also have to be integrated into activities in the informal sector and extended to other target groups. Research will also be carried out on the specific target audiences as a means of improving the effectiveness of motivational activities.

61. The importance of education in reducing fertility is widely accepted. However, much remains to be learned about the various aspects of the interrelationship between education, fertility and the status of women. For example, research is needed to identify the point at which education makes a critical difference in the role and status of women in society and how that change in status affects fertility behaviour. Additional research may be needed to examine educational factors other than access to education that may have a bearing on fertility decisions. This research would be designed so that it could be readily translated into appropriate policy initiatives.

Basic data collection and analysis

62. UNFPA's support to data collection and analysis will essentially aim at building up national capability and capacity through research, training and the exchange of information. Key activities will include the further development of methods, applications and procedures for conducting population censuses and household surveys through the United Nations, ILO/Centre for Social Development and Humanitarian Affairs (CSDHA), WHO/UNFPA/UNICEF and the International Statistical Institute; the development of a programme for accelerating reforms of civil registration/vital statistics systems through the United Nations, the International Institute for Vital Registration and Statistics and WHO; the development of a common approach to collecting and analysing service statistics and the procurement of a common software package for managing information databases; the development of methods to assess the impact of population factors on national income accounts; the preparation and dissemination of a comprehensive set of demographic and sectoral projections; the development and distribution of statistical and demographic software through the United Nations, The Population Council and WHO; and the continuation of coordination and management of the Global Population Information Network (POPIN).

Population research, training and policy development

63. In the area of population research, training and policy development, UNFPA will provide financial support for carrying out research and policy analysis; developing appropriate methodologies to assess, monitor and evaluate population and related issues; providing training for planners, economists, demographers and statisticians; exchanging information through seminars, workshops and symposia; and disseminating information on proven strategies and evaluation techniques in data collection and processing.

64. In the area of population and environment, UNFPA will make use of several organizations that have the capacity, as well as the mandate, to undertake research and to provide training and exchange information on the complex interrelationship between human and natural resources. The aim of such activities will be to use the

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knowledge and understanding so gained to design special activities to help create a better balance between the two. Joint activities are planned involving UNFPA and the United Nations Environment Programme (UNEP), UNESCO, FAO, the United Nations Research Institute for Social Development (UNRISD), the World Conservation Union (IUCN), the International Institute for Applied Systems Analysis, and UNFPA's Global Programme of Training in Population and Development. They include analyses of the relationship between population, environment and the role of women; the integration of population and environmental factors into national development planning; cartographic mapping with population overlays to identify ecologically endangered zones; the production of methodological guidebooks to integrate population concerns into national conservation strategies; and training courses on population and environment.

65. In the area of socio-cultural research, the proposed interregional programme will seek to enhance national institutional capacities to conduct socio-cultural research and to increase the pool of such researchers. A particularly cost-effective method at this time is to select certain national institutions for training at the regional level. UNFPA will also support area studies to develop databases for use in formulating population policies and programmes in developing countries. In addition, UNFPA may assist the United Nations regional commissions in strengthening socio-cultural research as an integral part of their ongoing and proposed research projects.

66. In order to improve the integration of population factors into development planning, the interregional programme will complement the activities being undertaken in this area at the regional and country levels. Work at the interregional level is in fact particularly well suited, through the Fund's Global Programme of Training in Population and Development, to train planners, economists and demographers in the methodological and operational dimensions of integrating population factors into socio-economic development planning. In accordance with the recommendations of an external evaluation undertaken in 1990, UNFPA will start a second phase of the Global Training Programme for 1992-1995. In this phase, the population and development training component at the Cairo Demographic Centre in Cairo, Egypt, will also be incorporated into the framework of the Global Training Programme. The budget for the entire Global Training Programme for 1992-1995 will be $14 million. By 1995, the programmes currently located at the Catholic University of Louvain (Belgium) and the Institute of Social Studies (The Hague) will be transferred to suitable locations in developing countries.

67. Research will be undertaken to develop the most appropriate methodologies for integrating population factors into development planning through the United Nations, the ILO, and FAO; to devise conceptual, methodological and empirical approaches to collecting integrated statistics for population and development planning through the United Nations and the ILO; to develop training materials, including case studies, success stories, manuals, handbooks and the like for global, regional and national training programmes through the United Nations, the ILO, and selected NGOs; and to develop and use macro-economic modelling for assessing complementarity among population policies and other sectoral development policies through the United Nations.

Special programmes

68. Women, population and development. In the area of women, population and development, UNFPA will continue its efforts to ensure that women participate in all aspects of population programmes, that their concerns are reflected in the proposed activities and that they benefit from the results. Initiatives in this area will be undertaken in accordance with the strategy endorsed by the Governing Council in decision 87/30 I, paragraph 16, and with the amplification of that strategy as recommended in DP/1991/32, pending the decisions of the Council at its thirty-eighth session.

69. The interregional programme will continue to emphasize training addressing the importance of gender-specific issues in population programmes, undertaking collaborative training exercises with other United Nations organizations. The programme will, in particular, focus on women-and-development training conducted under the JCGP, since such training has proven to be extremely effective in enhancing cooperative effort at the field level.

70. The interregional programme will also seek to broaden the base of knowledge on various aspects of women, population and development by focusing on emerging and important issues and conducting research on topics that are likely to have operational relevance. For example, UNFPA will support, in collaboration with such organizations

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as FAO, UNRISD and IUCN, research that explores women's role in environmental management and examines the interrelationships between women, population trends and the environment. The Fund will also stress research on the complex interrelationship between education, women's role and status in society and reproductive trends since, despite considerable work in this area, the interaction among these variables is still not clearly understood. Likewise, the effect of women's economic activity on their status and role in society and development as well as on their fertility must be further clarified. Indeed, a more precise understanding of these interrelationships is critical for policy decisions at the country level. Thus, UNFPA will support activities that seek to enhance knowledge of the interaction of these factors. In order to further the interaction between women's organizations, women's machineries at the national level and national population and development units, UNFPA will fund operationally-oriented research to find out how these entities might work together more effectively. A key element of all research funded under the interregional programme will be a plan to communicate findings to the concerned audiences at the country level.

71. Timely and reliable data are keys to informed decision-making on women and development issues. Recognizing this, UNFPA will support efforts of organizations such as the United Nations Statistical Office, the Division for the Advancement of Women at the United Nations Office at Vienna and NGOs to design and disseminate methodologies for collecting, analysing and disaggregating gender-specific data and for compiling databases on women, population and development.

72. Ageing. In the context of the proposed interregional programme, special attention has been given to issues concerning the ageing of populations. UNFPA would continue to support research dealing with demographic aspects of ageing and its bearing on other population and socio-economic factors. Collaboration with pertinent United Nations agencies and selected NGOs will continue to build up a comprehensive knowledge base in this substantive area. Research and training activities in this sector will focus primarily on assisting Governments in gaining an understanding of the causes and implications of the ageing of populations and how this relates to the development process.

73. Youth. The proposed intercountry programme would encourage the active participation of young people in MCH/FP and related IEC activities. Proposed programme activities include research on adolescent fertility and reproductive health, the development of strategies aimed at increasing the participation of young people in population programmes, particularly those dealing with family planning, and the development of suitable communication methodologies and guidelines to complement country-level activities.

B. Proposed regional programmes 1992-1995

1. Regional programme for sub-Saharan Africa

74. As in the previous programme, the proposed regional programme for 1992-1995 will continue to complement direct support to country-level activities as outlined in the strategy for UNFPA assistance to sub-Saharan Africa (see document DP/1987/37). The proposal takes into account the experiences, achievements and shortcomings of the 1988-1991 programme as well as the emerging needs in the region. The overall objectives will be: (a) to consolidate the achievements of the 1988-1991 programme in all sectors; (b) to strengthen the capacities of African countries for self-reliance in the population field by further re-enforcing training activities; (c) to enhance the development, implementation and monitoring of population activities through the promotion of research activities; (d) to promote information exchange and dissemination of population issues; and (e) to improve the role and participation of African women in population and development activities through the implementation of the proposed UNFPA Plan of Action for Women, Population and Development in sub-Saharan Africa.

75. UNFPA proposes to allocate an amount of $25.9 million for the period 1992-1995 as compared to about $20.0 million for regional activities (i.e., excluding technical support services) in the previous programme. The distribution of the proposed amount by substantive sectors is given in table 2 in section III of this report. A programme reserve of $0.8 million has been provided to respond to urgent and unforeseen needs.

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76. UNFPA will continue its efforts to strengthen national capacities by creating a sufficient number of trained staff in all sectors to ensure sustained and informed management of population programmes. However, there will be special emphasis on training in various aspects of IEC and MCH/FP. The allocation to training activities in all sectors will therefore increase substantially from 34 per cent in the 1988-1991 programme to 60.1 per cent in the proposed programme. Support to research will also increase by about 11 per cent to ensure that critical information needed to improve the delivery of family planning and IEC services is available on such issues as the socio-economic and cultural determinants of fertility, perceptions and attitudes of target audiences towards family planning, and the incidence of adolescent fertility. The Africa Survey Programme (see below) will constitute a major component of this category. UNFPA assistance to the IEC sector will focus on meeting regional training needs and establishing clearing-houses for collecting and disseminating IEC materials. An innovative aspect of the regional programme will be the mobilization of youth, working through youth NGOs, to serve as advocates to improve family planning information and services for young people.

77. Maternal and child health and family planning. Human resource development continues to be a strategic component in the strengthening, management and expansion of MCH/FP programmes in the region. In spite of the achievements made with UNFPA support in the training of health personnel in programme management and in clinical and communications techniques at regional training centres and at the University of Montreal and Laval University in Canada, a survey of MCH/FP training needs revealed that such training remains a priority for UNFPA assistance. Moreover, the generally poor quality and coverage of management information and logistics systems needs to be addressed to improve programme delivery at the country level. The proposed programme will also address the serious problems of adolescent fertility, which have not, thus far, figured prominently in UNFPA-supported population programmes. UNFPA will therefore provide support to intensify the training of health personnel in clinical services and patient counselling, in management of MCH/FP programmes, in MIS/logistics and in various services for adolescents. To make family planning activities more culturally acceptable, operations research on the socio-cultural aspects of fertility management will be supported. The programme will address the high incidence of adolescent fertility through research on adolescent reproductive knowledge, attitudes and practices and through training in the design of services to meet adolescents' needs. Special attention will also be given to research on reducing high maternal mortality and to implementing the Safe Motherhood initiative.

78. Information, education and communication. The effect of the lack of a systematic regional training programme in IEC in the region was underscored by a joint UNFPA/Canadian International Development Agency (CIDA) review, which revealed that only 11 per cent of nationals involved in the IEC sector have been trained, that there was little exchange and dissemination of information and materials and that there were shortcomings in the managerial and organizational capacity of most of the IEC programmes reviewed. There is reason to believe that these findings are applicable to the region as a whole. Therefore, the UNFPA regional programme will provide support for: (a) strengthening regional training in both the formal and non-formal sectors; (b) making innovative IEC materials more widely available; (c) improving the management and delivery of IEC programmes through action-oriented research; (d) improving the population reporting skills of journalists and radio/television media specialists; and (e) improving the accessibility of family planning information and services to adolescents through the work of various youth groups.

79. Data collection, analysis and research. National capacities have improved in the area of basic data collection as a result of training programmes within and outside the region. However, there are still constraints in the areas of survey techniques, data analysis and dissemination of results. These constraints are being exacerbated by the high turnover of staff in national statistical offices. The regional programme will therefore continue to emphasize the training of national personnel in the analysis of census and survey data, the use of computers, and the application of cartography and survey techniques, including sampling, through support to such institutions as RIPS, IFORD, and the Institut National de Statistique d'Abidjan. In extending this support, UNFPA will take into account the recommendations of an independent evaluation which stressed the need to restructure the organization and the curricula of both RIPS and IFORD. The evaluation further recommended that the research activities of each institute should be strengthened and that the curricula of each should place less emphasis on technical content and more on such social aspects of demography as the integration of population variables into development planning, the role of women in development, and the interrelation between population and the environment. The evaluation also recommended that IFORD be integrated into the University of Yaounde.

80. In order to help identify gaps in data, establish a dynamic regional database and strengthen national capabilities to undertake surveys and analyze data on a regular basis, the Fund will launch an African Survey Programme. This will substantially improve the information base in the region, which in turn will permit African countries to gain a better understanding of how fertility levels and contraceptive use relate to other population and socio-cultural and developmental variables, including the status of women. Such enhanced understanding will be extremely useful in devising means to reduce the persistently high fertility rates in the region.

81. Population research and policy development. Bottlenecks to further progress in the area of research and policy development include the lack of expertise in the translation of population policies into comprehensive and integrated action plans and the absence of appropriate conceptual and methodological techniques for integrating population factors into development planning. Support will therefore be given: (a) to train relevant national staff in various aspects of population and development; (b) to ensure that population factors are integrated into the World Bank-supported social dimensions of structural adjustment programmes; and (c) to further sensitize and mobilize African Governments in the formulation of national population and development policies and implementation strategies.

82. Special programmes. UNFPA will continue its efforts to improve the status of women by incorporating women's concerns into all UNFPA-funded activities. This will be aided by the publication and implementation of the proposed Plan of Action for Women, Population and Development in sub-Saharan Africa. UNFPA will pursue this plan in collaboration with other United Nations agencies, regional organizations and selected NGOs. The programme will also focus on strengthening women's skills in the various aspects of population and related programming, in part by providing and increasing fellowships to women in all UNFPA-supported training programmes.

2. Regional programme for Asia and the Pacific

83. During the 1992-1995 period, UNFPA proposes to allocate an amount of $16 million for the regional programme for the Asia and Pacific region. The programme will be supplemented by the country programme technical support teams, as noted in document DP/1991/35.

84. The regional programme in the Asia and Pacific region has to respond to the needs of countries with significantly different population sizes and with different population problems and policies. At one end of the spectrum is China, with a population of over 1 billion and one of the largest land masses in the world. At the other end is Tuvalu, a small island country with less than 10,000 people. There are also remarkable disparities in important demographic indicators among the various subregions. For example, fertility rates in South Asia are more than double those in East Asia, 4.44 per cent compared to 2.19 per cent. The difference in infant mortality rates between the two subregions is even greater -- 91 per 1,000 live births in South Asia compared to 25 per 1,000 in East Asia. The same is more or less true of life expectancy, which is 66 years for the region as a whole and 59 years for South Asia.

85. The regional programme provides a unique vehicle for responding to and/or anticipating needs common to several countries. It is designed to complement and strengthen country-level activities by undertaking activities that can be carried out more efficiently and cost-effectively at the regional level. Regional activities have the same ultimate objective as country-specific programmes and projects, namely, to strengthen institutions and human resources at the national level so that countries may become self-reliant in addressing their population needs.

86. In general, while support for country programmes remains the overall objective of the proposed intercountry programme for the period 1992-1995, its specific objectives will be: (a) to improve the effectiveness and quality of service delivery of family planning programmes, as well as the management capabilities of staff running these programmes; (b) to develop strategies to address issues related to adolescent sexuality/fertility and to improve the health and social status of women and fully integrate them into the mainstream of development efforts; (c) to improve the effectiveness of IEC support to population policies and family planning services; (d) to strengthen

national capabilities in demographic analysis in support of policy formulation and evaluation; and (e) to broaden the concept of population policies among policy makers in order to promote and ensure the integration of population factors, including fertility changes and other processes, into all macro-level national planning. The programmes will pay particular attention to activities designed to address the interlinked issues of population and the environment.

87. In the Asia and Pacific region, assistance at the regional level extends to all programme areas: MCH/FP, including initiatives on safe motherhood and adolescent reproductive health in close association with those undertaken under the Fund's interregional programme; IEC; basic data collection; population research and policy development; and special programmes, which include women, population and development, youth and ageing. The objectives of this assistance are described below.

88. Maternal and child health and family planning. In this area, UNFPA will support the development, adaptation and application of appropriate MCH/FP techniques to improve the quality as well as the efficiency of family planning services, including the improvement of management capabilities. Special attention will be given to the concerns of women and their involvement as service providers. In particular, regional support will address two issues of major concern to Asian countries -- adolescent reproductive health and the improvement of the coverage and quality of maternal health care and safe motherhood. Efforts will be made to strengthen integrated MCH/FP services with the goal of reducing maternal and infant mortality and generating adequate data for overall and long-range planning, improved quality of care and sound programme management. The Fund also proposes to support regional training to develop and sharpen evaluative and managerial skills and to improve information systems and programme planning. The regional programme will provide assistance in conducting a multi-country study of accessibility to various contraceptive methods and in carrying out operational research to improve management information systems in family planning programmes.

89. Information, education and communication. A major need of national population programmes in the region is to update and reorient population communication strategies. Such strategies should be based on interpersonal communications and focus on family planning as both a health measure and the key factor in fertility management. The proposed programme will also provide assistance to improve both the coverage and quality of the population IEC components of the labour and family welfare programmes in the countries of the region.

90. UNFPA will provide support for seminars on integrating population education into the formal and non-formal education systems. The seminars will also assist in developing core messages to address such population issues as adolescent fertility, AIDS, and ageing, among others. The proposed regional programme will continue to support activities aimed at integrating population and family life education into all levels of the education system, including rural development and agricultural extension programmes, and at developing human resources. It will also reinforce efforts to integrate population issues, including problems relating to urbanization, into print, broadcast and non-broadcast media (e.g., clearing-houses). Moreover, in order to sustain political commitment to population issues, organizations such as the Asian Forum of Parliamentarians on Population and Development (AFPPD) and the Asian Population and Development Association (APDA), which have direct access to policy makers and parliamentarians, will continue to be supported through the Asian and Pacific regional programme of UNFPA.

91. Basic data collection and population research and policy development. A majority of countries in Asia and the Pacific region will conduct censuses between 1990 and 2000. The regional programme will support preparations for such censuses, providing assistance for technical meetings relating to census-taking and to demographic and population data analysis.

92. UNFPA proposes to continue its support for the fellowship programme at the International Institute for Population Sciences (IIPS), in Bombay, India. The groundwork for establishing a population studies programme at the University of the South Pacific to provide a subregional centre for such studies has been laid and will require continued UNFPA support. Many Governments in the region have adopted population policies and have acquired experience in implementing them. UNFPA therefore proposes to assist them in assessing the relevance and effectiveness of their efforts. In this connection, the Fund's regional programme will support the holding of a regional conference on population in 1992, as well as the undertaking of research on socio-cultural aspects of family

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planning programmes, the mobilization of community support for population programmes and the strengthening of the regional population information network. Additional research activities will focus on the linkages between population and the environment; rural-urban migration; analysis and impact of population policy on demographic trends; and the gender-sensitivity of demographic statistics.

93. Special programmes. The ageing of population is becoming an increasingly important factor in the region, particularly in East and South-east Asia. The regional programme will therefore undertake various activities to create awareness among government officials and policy makers of the impact of ageing on the population structure. In addition, UNFPA will continue to address women's concerns and to develop activities to improve their social and economic status. In an effort to highlight gender issues in the formulation as well as implementation of population policies, it is proposed that the impact of population policies on the status of women be examined. Such a study is important because historically there has been little involvement of women in the formulation of such policies due to the very limited participation of women in legislative bodies even though women are generally the main targets for the implementation of such policies.

3. Regional programme for Latin America and the Caribbean

94. The overall objectives of the proposed regional programme for Latin America and the Caribbean will be: (a) to consolidate the achievements of the first programme; (b) to further enhance countries' self-reliance in matters of population; (c) to promote efficient and effective ways for countries of the region to exchange information and learn from their individual experiences; and (d) to encourage a stronger participation for women in population planning and programming. In the forthcoming programme, UNFPA proposes to enhance the value of regional support by sharpening the linkages between the regional programme and the country programmes and by addressing more directly common population problems in the region, bearing in mind that the long-term goal of assistance is the development of national self-reliance.

95. The programme of action as a whole will focus on three main areas: (a) serving as a catalyst in solving such critical issues as socio-cultural and multisectoral approaches to women's health and family planning, population and environment, and the demographic implications of structural adjustment, among others; (b) enhancing the exchange of experiences and information in order to promote greater conceptual clarity and understanding of and political commitment to population issues; and (c) developing quality human resources who are knowledgeable in theoretical and applied approaches in the various sectors of involvement, able to adapt methodologies and training modules to meet specific needs, and familiar enough with planning, management and evaluation concepts and practices to act as teachers, trainers and motivators at the country level. In regard to research, theoretical and methodological approaches selected for the various areas would, as much as possible, be based on existing research and knowledge, which has received considerable support in the past programme.

96. The proposed programme for 1992-1995 would complement and support country-level activities in areas that are better dealt with at the regional than at the country level. UNFPA proposes to allocate an amount of $13.8 million for the four-year period, including $1.4 million to be set aside as an unprogrammed reserve. In line with the needs identified at the country level, the proposed programme will give more attention to the areas of family planning and IEC than in the past, while correspondingly reducing the proportion going to the area of population training and research. Details on the distribution of the proposed amount are provided in the accompanying support document (DP/1991/29/Add.1).

97. Maternal and child health and family planning. The primary focus of activities in this area will be on women's reproductive health in an effort to reduce the manifold causes of maternal mortality. The regional programme will therefore provide assistance for devising plans to develop human resources as well as for developing training strategies and methodologies to train trainers. The programme will also support the development of technical guidelines for service providers, including counselling and communication, as well as of management and logistics systems to further decentralize services and to extend outreach. To promote pre-service training, the proposed programme will examine the training programmes of university medical faculties and nursing schools and will develop prototype curricula for women's reproductive health and family planning. The programme will also

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support a number of meetings to exchange experiences and information on subjects pertinent to women's health and family planning. While management issues cut across all programmes, and will be of general concern for all regional activities, the improvement of MCH/FP programme management is particularly important as a key to improving the availability and quality of services.

98. Information, education and communication. The regional programme will concentrate on training in IEC and on developing methodologies for new IEC strategies and approaches in order to reach target groups with effective population messages. The programme will also assist institutions in the region in strengthening their capacity to carry out IEC activities and in preparing information materials. Another priority in this sector is to develop methodologies to extend population education to specific target groups outside the school system. The need to target both women and men as well as adolescents will be central in these initiatives. To help institutionalize population education in school programmes, the programme will continue to evaluate and update prototype didactic materials as well as to develop guidelines on population contents for teacher training programmes. In addition, regional funding will support the development of methodologies for collecting statistics on IEC coverage and the organization of seminars and discussions for awareness creation and motivation.

99. Data collection and analysis. Taking into consideration that considerable support has been provided in the past to this area and that, compared to other regions, fairly good knowledge and capacity already exist, regional activities will concentrate on producing, disseminating and implementing appropriate methodologies to collect, process and retrieve disaggregated data for policy planning. A related activity will be to strengthen population databases of various countries. Training activities will be a major component of this assistance in order to create core groups of trainers. To help monitor the progress of social development, UNFPA will support, in collaboration with other agencies, efforts to generate integrated population-related statistics and to make socio-demographic statistics more accessible to users. The programme will continue to support workshops and seminars as a vehicle for countries of the region to share experiences and exchange information.

100. Population training, research and policy development. The regional programme would undertake a series of activities aimed at applying socio-demographic information to policy-making and programming. It will support the consolidation and synthesis of existing research on critical population issues, assist in the development, adaptation and evaluation of methodologies, and contribute to the establishment of institutional arrangements to integrate population variables into development policies and plans. The programme will also support the establishment of regional or subregional population information networks. These efforts would be accompanied by the training of trainers. Training in applying population factors in socio-economic planning would continue to receive support mainly under the Spanish-language component of the Global Programme on Training in Population and Development in Santiago, Chile. Another activity of the proposed programme will be to bring together countries at different stages of population policy and programme development to discuss trends, causes and consequences of demographic changes.

101. Special programmes. While all activities in the proposed programme will be sensitive to gender issues and involve women, the programme will develop guidelines to analyse the extent to which women participate in and benefit from population policies and programmes in the region. Special emphasis will be placed on the exchange of information and experiences on the socio-demographic conditions of women as well as of adolescents. In addition, in an effort to improve the management of population programmes, regional programme resources would be set aside for the development of appropriate methodologies.

4. Regional programme for the Arab States and Europe

102. UNFPA proposes to allocate an amount of $10.7 million for the regional programme for the Arab States and Europe for the period 1992-1995. The primary objective of the proposed programme is to complement population activities at the country level. The basic approach is three-pronged: to develop a population strategy for the region as a whole; to formulate activities to help solve problems common to the countries of the region; and to strengthen and build upon the initiatives of the 1988-1991 regional programme. Technical support will be provided by country programme technical support teams (see document DP/1991/35).

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103. The Europe component of the proposed regional programme is particularly notable in that it will serve as the Fund's main channel for providing assistance to country-level activities in the Europe region. The immediate objective is to meet the pressing needs of the countries in Central and Eastern Europe. Longer-range objectives are to develop comprehensive population policies and programmes and to institutionalize population activities at the country level.

104. Maternal and child health and family planning. Building on the PAPCHILD initiative, a major goal in the Arab States region will be to assist Governments in planning for MCH/FP services by institutionalizing a management information and logistics system for these services. In the Europe region as well, routine family planning indicators must be collected and an MIS established if Governments are to develop an effective family planning service network. Support information and communication activities are often a weak link in family planning programmes. The Fund proposes, therefore, to provide assistance to strengthen family planning counselling activities in both the Arab States and Europe regions. In Europe, there is a special need for counselling in adolescent reproductive health as well as for specialized training in service delivery.

105. Information, education and communication. With the increasing awareness and use of MCH/FP services in the Arab States region, there is a need to improve the relevance and effectiveness of family planning messages through audience research. Similarly, given the extremely limited use and availability of family planning services in Central and Eastern Europe in the past several decades, UNFPA will launch an extensive information campaign to help popularize family planning services. The Fund will also organize regional workshops to develop sex education programmes for schools in Central and Eastern Europe with the aim of reducing adolescent fertility.

106. UNFPA will also endeavour to develop and disseminate information materials on population and related issues in an effort to promote awareness of the importance of such issues in the Arab States region. The Fund will, moreover, encourage socio-cultural research in order to gain a better understanding of how social and cultural factors affect people's attitudes towards smaller families, the role and status of women in society and the decision-making process at the household level. This information will in turn be used to design more effective and responsive population activities, including family planning programmes.

107. Basic data collection and analysis. Accurate and adequate data collection and analysis are fundamental to the formulation of population policies and essential for Governments of the region when considering the interrelationships between population and development and the significance of population issues for sectoral planning and development. To this end, UNFPA will endeavour to extend, in collaboration with AGFUND and UNICEF, its support to the PAPCHILD surveys to cover all Arab countries. In Central and Eastern Europe, the Fund will support the collection of comparable demographic data between the countries of the region, and the study of population policies and how effectively they are integrated into social and economic planning. In addition, UNFPA will assist these countries in achieving international levels of proficiency in demographic analysis techniques. The Fund further proposes to continue its support for research on the impact of an ageing population on the economy, a serious concern in Central and Eastern Europe.

108. Population research and policy development. Programme implementation in the Arab States region, where religious beliefs, tradition and cultural identity weigh heavily on social and family roles, depends on the active and positive participation of religious authorities. The Fund will strengthen the International Centre for Population and Research at Al-Azhar University, in Cairo, Egypt, the oldest and most venerable Muslim university in the world, to enable it to continue its research and advocacy role in promoting family planning from a religious point of view. UNFPA also proposes to promote population policy analysis and population integration into development planning, in collaboration with the League of Arab States, and in Europe, through the Economic Commission for Europe.

109. Women, population and development. Another goal of the Arab States and Europe regional programme is to help improve the status of women in society. Upgrading the management skills of women in the Arab States will be addressed through regional training courses, which will be reinforced by national training activities. The development of national databases on women in the Arab States and Europe regions will be encouraged through regional seminars and training activities.

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C. Coordination, monitoring and evaluation

110. UNFPA's proposed intercountry programme is planned and will be implemented with the full cooperation of a number of participating agencies including the World Bank and such United Nations agencies as UNICEF, the ILO, FAO, WHO and UNESCO. The programme will also seek to increase the involvement of both international and national NGOs in the implementation of the programme. Matters of mutual importance to JCGP members will be coordinated with the relevant members.

111. The design of each project will ensure that required monitoring and evaluation activities are adequately incorporated in the projects and necessary budgets provided for. Regular annual reviews will be undertaken through established mechanisms for monitoring, including annual reviews and field visits. In-depth evaluation will be built into the plan of project activities, and the findings of such evaluations will be primary considerations in the reformulation and assessment of project/programme implementation. As in the past, evaluations will be carried out in accordance with an approved programme of work. In the proposed programme, however, greater attention will be given to regional evaluations of the intercountry activities executed through such agencies as the United Nations, WHO, FAO, and the ILO. The Fund will also provide for evaluations of specific activities such as training programmes in management carried out by NGOs and projects on local contraceptive production. All efforts will be made to see that the results of monitoring and evaluation activities are immediately fed back to project managers so that they can make appropriate adjustments in programmes and policies, as well as to ensure greater coordination and complementarity among the project activities supported as part of the intercountry programme.

III. FINANCIAL SUMMARY

112. As indicated in paragraph 44 of section II, an intercountry programme of $178.0 million from UNFPA regular resources is being proposed for the period 1992-1995. Of this amount, $111.6 million is designated for interregional activities and $66.4 million is designated for the four regional programmes. As in the past, the sub-Saharan Africa region accounts for the highest share (39 per cent) of the total amount designated for regional programmes. This is an indication of the magnitude of the region's total development needs and the fact that almost all the countries in the region have adopted population policies and plans and require assistance for their successful implementation. It also reflects the Governing Council's emphasis on the need to continue to increase support, in both volume and percentage terms, to this region (decision 89/46 A, 9), where the majority of UNFPA priority countries are located. The breakdown of the intercountry programme is shown in table 1.

TABLE 1. THE UNFPA INTERCOUNTRY PROGRAMME 1992-1995

Programme	1992-1995 ($US millions)	
Interregional programme	111.6	111.6
Regional programmes		
Sub-Saharan Africa	25.9	
Asia and the Pacific	16.0	
Latin America and the Caribbean	13.8	
Arab States and Europe	10.7	
Regional subtotal	66.4	66.4
Total		178.0

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113. As indicated in paragraphs 5 and 6 of this report, the 1988-1991 intercountry programme exceeded the $182.2 million approved by the Governing Council by $16.4 million, resulting in a total programme of $198.6 million. Although the proposed programme of $178.0 million is considerably less than the current programme, it should be noted that the amount proposed for the four regional programmes has decreased from $104.5 million to $66.4 million while that for the interregional programme has increased from $94.1 million to $111.6 million. The decrease for the regional programmes is due primarily to the fact that the considerable cost of regional advisory services, which is included in the current programme, is not included in the proposed programme. Rather, it is part of the Technical Support Services (TSS) arrangement proposed by UNFPA in document DP/1991/35. The proposed TSS arrangement, however, has less of an impact on the overall resources of the interregional programme, since such advisory services make up a smaller proportion of the programme's resources compared to the regional programmes. For example, of the $94.1 million of the current programme, advisory support services account for only $20 million. The actual amount of the 1988-1991 interregional programme going to programme activities therefore is $74.1 million. The comparable figure in the proposed programme is $111.6 million. While this difference may seem quite considerable, it is not unreasonable in view of the following observations.

114. First, were the current programme to continue at its present levels -- i.e., taking the 1991 expenditure figure of $19 million as the base figure and assuming a 6.5 per cent inflation rate and a constant value of the US dollar -- the 1992-1995 budget for the interregional programme in real terms would amount to $95 million. Therefore, the difference between the two programmes would be approximately $16 million in real terms for the four-year period.

TABLE 2. THE UNFPA INTERCOUNTRY PROGRAMME BY PROGRAMME AREA
1992-1995
($US millions)

	Programme areas						
Programmes	FP/MCH	IEC	Basic data collection	Pop research and policy dev.	Special programmes	Programme reserve	Total
Interregional	43.5	17.7	7.2	28.6	10.2	4.4	111.6
Regional							
Africa	6.1	5.8	7.2	5.5	0.5	0.8	25.9
Asia/Pacific	5.9	4.2	0.6	3.4	0.9	1.0	16.0
Latin America/ Caribbean	4.4	2.9	0.8	3.1	1.2	1.4	13.8
Arab States/ Europe	1.8	1.8	2.8	2.8	1.5	-	10.7
Subtotal	18.2	14.7	11.4	14.8	4.1	3.2	66.4
Grand total	61.7	32.4	18.6	43.4	14.3	7.6	178.0

Source: UNFPA.

115. Second, an examination of the proposed budget as shown in table 2 reveals that the highest proportion of the interregional budget, $43.5 million (approximately 39.0 per cent), is for activities in the family planning sector. This emphasis on family planning is due primarily to the increase in the number of national family planning

activities and to Governments' spiralling requests for the systematic provision of the latest technical and managerial expertise required for developing and implementing comprehensive and sophisticated programmes to deliver high quality family planning services. The additional resources will therefore provide for increased support to conduct contraceptive research, introduce and adapt new contraceptives and initiate new approaches to family planning service delivery, including ways to improve logistics systems, quality of care and managerial and supervisory services. The amount proposed to continue contraceptive research through the WHO/HRP programme is $14 million. The other activities will be implemented by WHO, IPPF, The Population Council, the International Committee for Contraceptive Research, PATH/PIACT, JOICFP and others.

116. Third, population research and training accounts for the second highest amount, $28.6 million (25.6 per cent). These activities are designed to strengthen institution building and develop human resources at the regional and national levels. A considerable portion of this amount is earmarked for the Global Programme of Training in Population and Development, which has been expanded from $8.4 million to $14 million in order to respond to increased requests for this type of training. Included in this sector is also approximately $2 million to respond to the increased attention UNFPA is giving to the environmental aspects of population programmes. Similar to the current programme, IEC accounts for the third largest portion, at $17.7 million (15.9 per cent). The increase in this sector will go towards strengthening IEC activities, research, training in IEC management and special programmes for youth. The proposed programmes to enhance the role and status of women are included in the category for special programmes, accounting for $10.2 million (9.1 per cent). The budget for this sector reflects UNFPA's continued commitment to improving the situation of women, based on the recognition of the fact that efforts in this regard will facilitate and enhance the acceptability of family planning initiatives and the increased participation of women in different aspects of the programme.

117. It should be noted that $4.4 million (3.9 per cent) of the requested funds have been designated as programme reserve. The existence of such resources will be required in order to accommodate unforeseen needs that are likely to arise over the next four years in the context either of proposed activities or of new initiatives requiring rather small budgets and often implemented by NGOs.

IV. RECOMMENDATIONS

118. The Executive Director recommends that the Governing Council:

(a) Approve the assistance to intercountry activities in the amount of $178.0 million for the four-year period 1992-1995;

(b) Authorize the Executive Director to commit the amount of $178.0 million from UNFPA regular resources;

(c) Authorize the Executive Director to make appropriate arrangements with the executing agencies;

(d) Further authorize the Executive Director to commit amounts not currently programmed in keeping with the principles and priorities for intercountry programming as delineated in section II of this report.

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SUPPORT

UNITED NATIONS POPULATION FUND

REPORT ON THE PROPOSED UNFPA INTERCOUNTRY PROGRAMME, 1992-1995

Report of the Executive Director

Summary

This report supplements document DP/1991/29, providing more detailed information on the five programmes that make up the intercountry programme: interregional programme and the regional programmes for sub-Saharan Africa, Arab States and Europe, Asia and the Pacific and Latin America and the Caribbean. Following a brief overview of the current programme (1988-1991), each section provides details of the activities that will be undertaken in each of the principal programme areas in the proposed programme: maternal and child health and family planning; information, education and communication; basic data collection and analysis; population research, training and policy development; and special programmes.

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INTRODUCTION

1. The policy paper of which this is an addendum provides the Governing Council with an overview of the current intercountry programme (1988-1991), highlighting its achievements as well as its shortcomings, and presents a proposal for the intercountry programme for the 1992-1995 period, including a short section on each of the components of the programme: the interregional programme and the regional programmes for sub-Saharan Africa, Arab States and Europe, Asia and the Pacific, and Latin America and the Caribbean. The final section of the policy paper examines the financial implications of the proposed programme.

2. This report provides supplemental information on each of the five components that make up the intercountry programme. The first section of each component briefly reviews the current programme (1988-1991), providing financial data for comparative purposes. The second section provides details of the activities that will be undertaken in each of the principal programme areas in the proposed programme: maternal and child health and family planning (MCH/FP); information, education and communication (IEC); basic data collection and analysis; population research, training and policy development; and special programmes. The interregional programme and the four regional programmes are presented below. Information on the monitoring and coordination of the intercountry programme is provided in section III of the accompanying policy paper.

I. PROPOSED INTERREGIONAL PROGRAMME 1992-1995

3. The interregional programme consists of activities which, for reasons of efficiency and cost effectiveness, can best be carried out at a level more suited to collective expertise and actions. The programme thus is designed to respond to and/or anticipate needs common to several countries or regions and to supplement and strengthen country-level activities. As in the case of country activities, the ultimate goal of the interregional programme is to strengthen human resources and institution building at the national level so that developing countries may become self-reliant in identifying and meeting their population needs.

A. Overview of current programme

4. By the end of the four-year period 1988-1991, approximately $94.1 million will have been spent on interregional activities. Table 1 shows the budgetary distribution by programme area for the four years. Family planning claims the highest amount, $36.2 million (38.5 per cent), followed by population research, training and policy development, $26.3 million (27.9 per cent); IEC, $17.0 million (18.1 per cent); and special programmes, which includes women, population and development activities, $8.8 million (9.3 per cent). A relatively small portion of the interregional budget was allocated for data collection, $5.8 million (6.2 per cent), since such activities are covered mainly under country programmes.

TABLE 1. INTERREGIONAL PROGRAMME BY PROGRAMME AREA, 1988-1991

Programme area	1988-1991 ($US millions)	Per cent %
MCH/FP	36.2	38.5
Population research, training and policy development	26.3	27.9
Information, education and communication	17.0	18.1
Special programmes	8.8	9.3
Basic data collection	5.8	6.2
Total	94.1	100.0

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5. Approximately four-fifths of the activities of the interregional programme were executed by United Nations agencies and organizations. The remaining portion was carried out by non-governmental organizations (NGOs).

B. Proposed programme

6. The main objectives of the proposed programme for 1992-1995 include: (a) upgrading the technical knowledge of those involved in different aspects of MCH/FP programmes through training; (b) widening the range and availability of safe contraceptives through continued support to contraceptive research; (c) integrating women into all aspects of population policies and programmes through the continued support to training and research activities dealing with various aspects of the tasks involved; (d) enhancing the quality of population data collection and analysis and rapidly disseminating the results; (e) improving the technical and analytical skills of those responsible for incorporating population in development planning through a greater emphasis on relevant training and exchange of experience; (f) addressing the complex problems involving population and environment by identifying intersectoral approaches required to assess, monitor and evaluate such problems; (g) identifying, through socio-cultural research, the most suitable types of IEC materials for specific situations and developing strategies for reaching specific target groups and for enhancing community participation; (h) strengthening the coordination among various United Nations agencies participating in different aspects and different levels of programming; and (i) enhancing the participation of NGOs in population activities.

7. The Executive Director proposes to allocate $111.6 million for interregional activities during the period 1992-1995. As indicated in table 2, which shows the breakdown of the budgetary resources in terms of programme areas, the largest share of the programmed resources, $43.5 million (39.0 per cent), will go to family planning. This is followed by population research, training and policy development, $28.6 million (25.6 per cent); IEC, $17.7 million (15.9 per cent); special programmes, $10.2 million (9.1 per cent); and data collection, $7.2 million (6.5 per cent). It should be noted that $4.4 million, or approximately 3.9 per cent of interregional funds, is kept in programme reserve.

TABLE 2. PROPOSED INTERREGIONAL PROGRAMME BY PROGRAMME AREA
1992-1995
($US millions)

Programme area	1992	1993	1994	1995	Total
MCH/FP	9.7	10.5	11.5	11.8	43.5
Population research, training and policy development	6.2	7.0	7.4	8.0	28.6
IEC	3.5	4.2	4.8	5.2	17.7
Special programmes	1.9	2.4	2.8	3.1	10.2
Basic data collection	1.0	1.5	2.1	2.6	7.2
Programme reserve	1.0	1.0	1.2	1.2	4.4
Total	23.3	26.6	29.8	31.9	111.6

8. The proposed interregional programme does not include technical advisory posts, as this is now part of the Fund's proposed Technical Support Services (TSS) arrangement, as presented in document DP/1991/35 and Corr.1. The reasons and justification for the budgetary allocations of the programme are provided in section III of the policy paper. The proposed interregional programme by sector is outlined in the following paragraphs.

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9. Maternal and child health and family planning. The following main initiatives will receive UNFPA's assistance under the new interregional programme: (a) contraceptive research and development; (b) introduction and adaptation of new contraceptives; (c) improvement of MCH/FP services to reduce maternal mortality and morbidity; (d) research on adolescent reproductive health; and (e) operational research to improve management information and logistics systems, and consequently the supervision and evaluation of MCH/FP services.

10. With UNFPA support, several new contraceptive methods are under development: the NORPLANT II, a new two-rod subdermal contraceptive; the ST 1435, a progestin appropriate for lactating women; the levonorgestrel-releasing intrauterine device (LNg-IUD) and the progesterone-releasing ring; the luteinizing hormone-releasing analog (LHRH-13), which offers possibilities for the development of implants for men; and several barrier methods with spermicide agents that may provide protection against sexually transmitted diseases (STDs) including HIV.

11. New or improved contraceptive methods are one of the key determinants in the success of family planning programmes. Thus, UNFPA interregional assistance to contraceptive research and development will continue to support the World Health Organization's Special Programme of Research, Development and Research Training in Human Reproduction (WHO/HRP), the International Committee for Contraceptive Research (ICCR), and The Population Council. Although these are global programmes, scientists from developing countries are participating in them, as well as using local clinical facilities and laboratories.

12. While worldwide use of contraceptives has increased rapidly, acceptability rates still vary widely from country to country as well as from region to region. Among the factors impeding wider use of contraceptives are scarce information on methods, misperceptions about side effects, and unfounded rumours questioning the safety of contraceptive use. Increasing contraceptive options and availability thus requires such activities as developing educational materials, providing clinical training, conducting tests of contraceptives at local clinics and providing technical assistance.

13. During 1992-1995, UNFPA will continue to support The Population Council's efforts to extend NORPLANT to additional countries. The Fund will also support the Program for the Introduction and Adaptation of Contraceptive Technology (PIACT) in its endeavours to improve the availability, acceptance and continued use of new contraceptive methods in developing countries. PIACT will also explore further opportunities for and the feasibility of producing contraceptives locally.

14. To achieve the goal of reducing maternal mortality by half by the year 2000, reliable information on the current levels and patterns of maternal health is needed. Research on maternal mortality and morbidity, and on the quality of maternal health and family planning services, will provide a basis for formulating feasible and realistic programmes. Furthermore, in most developing countries more than one third of the maternal deaths are caused by complications of induced abortion, one of the most tragic consequences of inadequate access to family planning information and services. UNFPA will support a number of epidemiological studies in the area of maternal mortality and morbidity, to be coordinated by WHO. The scientific information collected will be integrated into a global database on maternal mortality and morbidity for use in programme and awareness-creation activities.

15. UNFPA will also support operational research aimed at developing new strategies for delivering family planning services to groups not normally targeted for such services -- non-pregnant women, adolescents and males. In addition, UNFPA will support activities in the area of adolescent reproductive health, in particular, the provision of guidelines and educational and training materials for use in counselling programmes on contraceptive services aimed at preventing unwanted pregnancies and STDs, including AIDS.

16. UNFPA will also support research on innovative ways and means to improve the interpersonal communication and counselling skills of health personnel in order to improve the effectiveness, acceptability and continuation of contraceptive use. WHO, The Population Council and Johns Hopkins University will assist in developing and testing appropriate methodologies and techniques. Moreover, the Fund will continue to support the development and updating of technical and managerial guidelines and training materials on MCH/FP. An evaluation of the use and effectiveness of such materials will be undertaken.

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17. Information, education and communication. The thrust of UNFPA activities in the area of IEC will be to improve population communication strategies with a view to: (a) increasing the demand for contraceptives and use of family planning services; (b) ensuring greater political commitment to population policies; (c) increasing health education and interpersonal communication skills of health and family planning service providers; (d) enhancing the participation of people at the community level; (e) improving strategic planning and use of socio-cultural research to reach target audiences; (f) sharing experiences among training institutions; and (g) raising the level of technical competence of communications staff working in country projects.

18. The proposed programme, therefore, focuses on the creation of awareness and the provision of updated and reliable information in support of population activities at the country level. The Fund will continue to assist the population education and information activities conducted by UNESCO, including the production of didactic materials that can be adapted for use in a variety of settings and the development of techniques and methods to monitor their use. The programme will support efforts to develop specific techniques to help integrate population education into the curricula of primary and secondary schools, as well as of teacher training programmes and universities.

19. Through support to FAO, the interregional programme will further its efforts to integrate population concerns into the ongoing activities of agricultural extension, fishery and forestry programmes. Steps will be taken to identify methodologies that specifically address issues concerning rural populations. At the same time, ILO activities related to workers' education both in the formal and non-formal sectors will continue with support from the Fund. In this context, UNFPA support will focus on developing strategies to improve training and technical cooperation programmes. In the non-formal sector, the interregional programme will make extensive use of a number of NGOs to help improve the outreach of educational and awareness-creation activities, targeting out-of-school youth at the community level. In addition, the programme will provide support to such awareness-creation activities as conferences, workshops and meetings designed to promote the understanding and broad dissemination of results of UNFPA-funded research.

20. Support to publications and their world-wide distribution will continue in accordance with UNFPA's mandate to promote awareness of population issues in both developed and developing countries. Among these publications are Studies in Family Planning and Population and Development Review, produced by The Population Council; International Family Planning Perspectives, by the Alan Guttmacher Institute; and the Annual Review of Population Law, produced by Harvard University. In addition, publications prepared by the Fund as a means of providing and exchanging information on various aspects of population programmes will continue in the context of the proposed interregional programme. These include the Inventory of Population Projects in Developing Countries Around the World (annual) and the Guide to Sources of International Population Assistance (triennial). The Fund proposes that the annual State of World Population Report continue to serve as the vehicle for highlighting a particular aspect of population and as the catalyst for generating related activities at the national, regional and interregional levels, carried out, as appropriate, in cooperation with Governments, United Nations agencies and organizations, and NGOs.

21. Data collection and analysis. The overall goal of activities in this area is to enhance technical capability and capacity at the country level to utilize proven strategies, methodologies, concepts and approaches to collect, process, analyse and disseminate comprehensive, disaggregated (by gender, small area, age, socio-economic group, etc.) population data in a timely and cost-effective manner. Achieving this goal, however, requires the development of a new approach to providing technical assistance to developing countries in the area of data collection and analysis. This new approach should focus on finding solutions to specific problems rather than on addressing general themes in the area of data collection and analysis. The proposed programme, in consonance with government policies in this area, will promote the importance of maintaining vital statistics; develop methodologies and approaches to diagnose existing systems; develop "how to" manuals for addressing problems identified through the diagnostic surveys; and train staff in the use of the methods and approaches. The programme will also provide assistance to improve sampling techniques in population household surveys. Advances in personal computer (PC) software and hardware has changed the way demographers and government planners approach population questions. Therefore, UNFPA will optimize the use of micro-computers in project design. The purpose is two-fold: to

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generate discussion and exchange of research results among developing countries; and to transfer knowledge on managing information to developing countries. Indeed, the development of an efficient management information system (MIS) for MCH/FP service statistics will improve the timeliness and retrievability of data and serve as decision-making tool in formulating and implementing family planning programmes.

22. Population research, training and policy development. UNFPA assistance to this area will focus on carrying out research and policy analysis; developing appropriate methodologies to assess, monitor and evaluate population and related issues; providing training for planners, economists, demographers and statisticians; exchanging information through seminars, workshops, and symposia; and disseminating information of proven strategies and evaluation techniques in data collection and processing.

23. In the area of population and environment, UNFPA will make use of several agencies that have the capacity, as well as mandate, to undertake research and to provide training and exchange information on ways to improve the interrelationship between human and natural resources. Joint activities are planned involving UNFPA and a number of United Nations agencies and organizations as well as NGOs. They include analysis of the relationship between population, environment and women's roles; the integration of population and environment factors into national development planning; the use of cartographic mapping with population overlays to identify ecologically endangered zones; the production of methodological guidebooks to integrate population concerns into national conservation strategies; and the organization of training courses on population and environment.

24. In the area of socio-cultural research, UNFPA will work closely with the United Nations regional commissions and with various NGOs (including universities) in undertaking activities to enhance the institutional capacities of developing countries to conduct socio-cultural research and provide related training. A key activity will be to identify certain national institutions to serve as training-cum-research centres at the regional level. UNFPA will also fund area studies to develop useful databases for formulating population policies and programmes in developing countries, again through specialized NGOs and universities.

25. To facilitate improved integration of population into development planning, UNFPA will complement regional and country-level activities by providing assistance to training in population and development at the interregional level. Through UNFPA's expanded Global Programme of Training in Population and Development, national policy makers, planners, economists and demographers will be trained in the conceptual, methodological and operational dimensions of incorporating population factors into socio-economic development planning. Research will be undertaken to develop the most appropriate methodologies for integrating population factors into development planning, through the United Nations, the ILO, and FAO; to devise conceptual, methodological and empirical approaches to collecting integrated statistics for population and development planning, through the United Nations and the ILO; to develop training materials, including case studies, success stories, manuals, handbooks and the like for global, regional and national training programmes, through the United Nations, the ILO, and selected NGOs; and to develop and use macro-economic modelling for assessing complementarity among population policies and other sectoral development policies, through the United Nations.

26. UNFPA will also provide support for research, training and information exchange on, inter alia, trends and structures of international migration, internal population distribution, household living arrangements of women, impact of increased contraceptive use on birth spacing and fertility, and the ageing of population.

27. Special programmes. This programme sector encompasses activities in the field of ageing, youth, and women, population and development. In the area of youth, the Fund will continue to support activities addressing the specific needs of this age group. It will include research on adolescent reproductive health and the development of specific communications programmes and activities for youth aimed at increasing the participation of youth in population programmes. The proposed communications programme, which will mobilize young people to serve as advocates of family planning, will distinguish between the needs of young married couples and those of younger adolescents and develop a set of appropriate messages around the theme(s) selected: delaying the birth of the first child; acting responsibly in terms of sexual behaviour; and preventing STDs and AIDS. Audio-visual and print

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materials, together with a media package in the languages needed, are to be produced, after field testing by related UNFPA field offices, agencies and NGOs. This effort will build upon work begun in the previous cycle by WHO and FAO.

28. Rural youth have special needs. UNFPA intends to continue to support the development of population education materials specifically aimed at their needs, including the introduction of such materials with income-generating activities. Other activities to be undertaken include the further testing and adaptation of materials designed by FAO under the current interregional programme, which is taking place in selected countries in Africa and Latin America. This will be extended into Asian and Arab countries early in the programme cycle. This will include preparation of guidelines and materials for the personnel concerned.

29. The Governments of many developing countries are becoming increasingly concerned with the issue of ageing. The increasing numbers of people reaching old age have prompted many Governments to develop policies and plans addressing this group's special needs. In response to those needs the Fund will support research to be undertaken by United Nations agencies and organizations such as the ILO, the Population Division, and the Centre for Social Development and Humanitarian Affairs (CSDHA), as well as by NGOs. Most of this research will focus on the ageing of populations and its relationship with socio-economic and demographic factors. The Fund will also continue to support training activities aimed at enhancing the understanding of policy makers and planners of the ageing and related issues and providing them with the know-how required for taking into account those issues in the context of development planning.

30. In the area of women, population and development, the Fund will continue its efforts to ensure that women's concerns are reflected in all aspects of population policies and programmes. UNFPA, convinced that effective family planning programmes have a positive bearing on the improvement of the health of women, particularly on lowering maternal and child mortality rates, and aware of the fact that improving the situation of women is closely correlated with fertility patterns, will continue its efforts to ensure that women participate in all aspects of family planning programmes and benefit from the results.

31. The activities proposed in this sector will be undertaken in accordance with UNFPA's strategy to strengthen the Fund's capacity to deal with issues concerning women, population and development, which was endorsed by the Council in decision 87/30. They will focus on implementing specific activities aimed at advancing the role and status of women, continuing research on a number of gender issues in the context of population and development, addressing socio-economic and cultural issues that are relevant to demographic factors, continuing training programmes and awareness-creation workshops to bring about a better understanding of the importance of gender-specific issues and the practical aspects of incorporating such issues in population programmes, and strengthening the technical capabilities of regional and interregional research and training institutions to enable them to incorporate gender issues in the context of their population and development work.

II. PROPOSED REGIONAL PROGRAMME FOR SUB-SAHARAN AFRICA

A. Overview of current programme

32. It is estimated that expenditures for the UNFPA regional programme for sub-Saharan Africa will exceed, by $2 million, the $36.4 million approved by the Governing Council for 1988-1991 (see table 3). This is due primarily to increased demands for assistance to develop national skills in all programme areas and for technical backstopping of country programmes.

33. In line with the strategy for UNFPA assistance to sub-Saharan Africa (see document DP/1987/37), the regional programme has aimed at providing support to regional training activities, research, and information dissemination in all sectors. In implementing the programme, UNFPA collaborated closely with various United Nations agencies including the Economic Commission for Africa (ECA), as well as with the Organization for African Unity (OAU), subregional, regional and international NGOs, and the World Bank.

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TABLE 3. REGIONAL PROGRAMME FOR SUB-SAHARAN AFRICA BY PROGRAMME AREA, 1988-1991

Programme area	1988-1991 ($US millions)	Per cent %
MCH/FP	11.0	28.5
Information, education and communication	8.6	22.4
Population policy	7.4	19.1
Population dynamics	5.9	15.2
Basic data collection	4.1	10.7
Multisector activities	1.4	3.7
Special programmes	0.1	0.3
Total	38.5	100.0

34. The accompanying policy paper (DP/1991/29) highlights the achievements and shortcomings of the 1988-1991 regional programme and identifies the emerging needs that will be addressed in the 1992-1995 period. As indicated in that report, the 1988-1991 regional programme for sub-Saharan Africa made significant contributions in support of regional training designed to strengthen capacities of the countries of the region in the areas of demography, population policy formulation, MCH/FP and the organization of censuses and data analysis. Evaluations of UNFPA-supported regional demographic training activities at the Regional Institute for Population Studies (RIPS) and the Institut de Formation et Recherches Démographiques (IFORD) recommended changes in their academic and research programmes and an increase in the number of women involved in their programmes. Additional reviews of the progress made by the regional programme during the period indicate that further efforts have to be made at the regional level in: (a) training in IEC; (b) the transfer of appropriate skills to national staff to implement country programmes effectively; and (c) in research on the socio-cultural aspects of fertility management, adolescent sexuality and teen-age pregnancy; on the perceptions and attitudes of target audiences towards family planning; and on the methods for incorporating the interests and concerns of women into all population and related activities.

B. Proposed programme

35. For the 1992-1995 period, UNFPA proposes to provide $25.9 million to support regional activities in sub-Saharan Africa. This is about 39 per cent less than UNFPA's estimate for all critical substantive activities needed at the regional level to strengthen country-level population programmes and to encourage self-reliance. The distribution of this amount takes into account the experiences gained in the 1988-1991 programme, the constraints of country-level population activities and emerging needs in the region. Thus, 59.9 per cent, or about $15.5 million, will be for support to training activities; 24.6 per cent, about $6.4 million, to research; 12.4 per cent, $3.2 million, for information exchange and dissemination activities; and 3.1 per cent as reserve for urgent, but unforeseen needs. In terms of programme areas, 23.6 per cent ($6.1 million) will be channelled to MCH/FP; 22.4 per cent ($5.8 million) to IEC; 27.8 per cent ($7.2 million) to basic data collection; 21.2 per cent ($5.5 million) to population policy; 1.9 per cent ($0.5 million) to special programmes; and 3.1 per cent ($0.8 million) in programme reserve (see table 4).

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TABLE 4. PROPOSED REGIONAL PROGRAMME FOR SUB-SAHARAN AFRICA
BY PROGRAMME AREA, 1992-1995
($US millions)

Programme area	1992	1993	1994	1995	Total
Basic data collection	1.9	1.9	1.7	1.7	7.2
MCH/FP	1.5	1.6	1.5	1.5	6.1
IEC	1.8	1.3	1.4	1.3	5.8
Population research, training and policy development	1.5	1.5	1.4	1.1	5.5
Special programmes	0.1	0.1	0.1	0.2	0.5
Programme reserve	0.2	0.2	0.2	0.2	0.8
Total	7.0	6.6	6.3	6.0	25.9

36. Maternal and child health and family planning. In view of high maternal and infant mortality and fertility rates in the sub-Saharan Africa region, UNFPA supports at least one MCH/FP project in each country. These projects face similar and various managerial and operational problems which, in the interest of cost-effectiveness and efficiency, will continue to be addressed at the regional level. As indicated in the policy paper, the thrust of this support will be on training, action-oriented research and the dissemination of research results through seminars and workshops. UNFPA will therefore continue to assist the Regional Training Programme in Mauritius to meet the growing demand for trainers of all levels of MCH/FP personnel. Support will also be provided to the University of Montreal and Laval University, in Canada, for training in the management of MCH/FP programmes and in providing communications support for such programmes. The regional programme will also support regional, subregional and national institutes such as the Centre Africain d'Etudes Superieures en Gestion (CESAG) in Senegal, the Eastern and Southern African Management Institute (ESAMI) in the United Republic of Tanzania, the Ghana Institute of Management and Public Administration (GIMPA) in Ghana and the Centre for Applied Research on Population and Development (CERPOD) in Mali to enable them to cater to region-specific training needs in MCH/FP management and in MCH/FP management information systems and logistics.

37. Support to research activities received minimal attention in the regional programme in the past. However, since such activities are often more effectively carried out at the regional level -- in particular those used for cross-national comparison and for information exchange -- UNFPA will increase its support to this area through collaboration with several organizations. For example, UNFPA will collaborate with the World Bank, the Pan African Association of Anthropologists, The Population Council and the ILO in their efforts to undertake and increase national capacities for research into the socio-cultural determinants of fertility regulation, the factors affecting the operation and success of family planning at the community level and attitudes towards family size. UNFPA will also support WHO in carrying out research relating to the type of services and training required to deal with adolescent sexuality and fertility and to the levels and determinants of maternal mortality in Africa within the context of the Safe Motherhood Initiative.

38. Information, education and communication. The UNFPA/Canadian International Development Agency (CIDA) review referred to in the policy paper has shown that only 11 per cent of those charged with directing IEC programmes have had formal training. The focus in the proposed programme in this area therefore will be on regional and subregional training activities to strengthen management capacities. UNFPA will attempt to remedy the situation through joint efforts with the Kenya Institute of Mass Communication and an as yet undetermined francophone institute, both of which will promote training for non-formal IEC programmes, and with UNESCO,

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which will identify and strengthen two African institutes to undertake training for in-school population education managers. Both training activities will concentrate on programme design and management, needs assessment, message development, curriculum and materials development, and monitoring and evaluation. Additionally, UNFPA will provide support to the Pan African News Agency (PANA) to arrange for the training of journalists and radio/television media specialists in integrating population education into the print and broadcast media. This training will be offered at such institutes as the Institutes of Mass Communication in Kenya and Cameroon and the Ghana Institute of Journalism. The programme will also, in collaboration with ECA, seek to find the best ways to respond to the population information needs of the region. However, this will require resources beyond that provided through the regional programme. To support the above efforts, the programme will support the establishment of two clearing-houses for IEC materials -- one in Nairobi, Kenya, and one in Dakar, Senegal.

39. The proposed regional programme will pay special attention to adolescent health problems through support to the international Scouting Association to improve the accessibility of family planning information and services for youth. In collaboration with ECA and the Global Committee of Parliamentarians on Population and Development, UNFPA will continue to provide support through the regional programme, respectively, to organize, in 1992, the African Population Conference in preparation for the 1994 International Conference on Population and Development and to convene meetings of African Parliamentarians to sensitize them to population and development issues.

40. Basic data collection, analysis and research. Although UNFPA assistance has helped to train many nationals in demography and related fields and to carry out numerous data collection activities, there is still a general lack of technical skills in such areas as data analysis, cartography, and sampling techniques. To continue to improve the capacities of countries in these areas, UNFPA support to ECA will involve the backstopping of RIPS and IFORD to enable them to respond effectively to regional needs, taking into account the restructuring recommendations of the evaluation missions. In line with these recommendations, member states of RIPS and IFORD will increasingly assume financial responsibilities for these institutions. UNFPA will accordingly reduce the extent of its support.

41. In collaboration with other organizations such as ECA, bilateral donors and NGOs, UNFPA will launch the Africa Survey Programme during the 1992-1995 period. The programme will identify gaps in data and help build the capacities of countries to undertake surveys and analyse data. The survey results will be disseminated through workshops and used to help establish regional and subregional databanks with the aim of improving population and socio-economic planning in Africa. Two UNFPA technical advisers will be assigned to assist with the implementation of the Survey Programme, and other technical advisory services will be sought from bilateral donors and NGOs. The regional programme will also support the Union pour l'Etude de la Population Africain (UEPA) so that it can continue research on such issues as urbanization and migration. The findings of the research will serve as inputs for policy formulation and programme development.

42. Population research, training and policy development. Some of the bottlenecks encountered during the current programme will be addressed through collaborative activities with various United Nations organizations, including ECA, as well as the OAU, NGOs and universities. In addition to supporting training activities at RIPS and IFORD, UNFPA will continue its assistance, through ECA, to CERPOD, for research and training in the Sahel region in population policy and population and development, and to the Institut Africain de Développement Economique (IDEP), to expand to nine months its training programme aimed at developing human resources and integrating population and development.

43. The possibility of decentralizing the Fund's Global Programme of Training in Population and Development to other African training institutes will also be explored. Training activities will be targeted to the staffs of population planning units and sectoral ministries.

44. As part of its collaboration with the World Bank, UNFPA will assign an economist-demographer as an adviser to the World Bank's Social Dimensions of Adjustment Unit to ensure the integration of population into the World Bank's research and training efforts in structural adjustment.

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45. In view of the increasing concerns with the environment, UNFPA will assist the International Institute of Applied Systems Analysis (IIASA) in organizing a regional conference on population and the environment. Furthermore, research on population and land-carrying capacity will be undertaken with FAO.

46. Through support to the population activities of the OAU, UNFPA will continue to sensitize and mobilize African Governments to formulate national population and development policies and design appropriate implementation strategies. Through consultant services, UNFPA will support ECA in carrying out selected studies under the ECA work programme.

47. Special programmes. The regional programme will give attention to incorporating women's concerns into all UNFPA-funded activities. UNFPA will also initiate, together with the ILO, activities to monitor the status of women in Africa. While continuing its support to the Centre for Development and Population Activities (CEDPA) to provide training to women in the management, supervision and evaluation of family planning programmes, UNFPA will seek to transfer such training to African institutes.

III. PROPOSED REGIONAL PROGRAMME FOR THE ARAB STATES AND EUROPE

A. Arab States

48. The 1988-1991 regional programme in the Arab region was designed to complement and strengthen country-level activities through two main components: specialized regional advisers to provide technical backstopping and training; and a programme of activities to address common constraints facing population programmes in the Arab countries. By the end of the programme period, approximately $15.2 million will have been expended at the regional level -- $6.9 million for the regional advisers and $8.3 million for the regional programme of activities (see table 5).

TABLE 5. REGIONAL PROGRAMME FOR THE ARAB STATES AND EUROPE BY PROGRAMME AREA, 1988-1991

Programme area	1988-1991 ($US millions)	Per cent %
Information, education and communication	5.3	34.9
Population dynamics	3.8	25.0
MCH/FP	2.9	19.1
Population policy	1.5	9.9
Basic data collection	0.8	5.5
Special programmes	0.7	4.6
Multisector activities	0.2	1.0
Total	15.2	100.0

49. The 1988-1991 regional programme helped achieve positive results. In the area of population data collection, a sound regional effort with substantive contributions from The Arab Gulf Programme for United Nations Development Organizations (AGFUND), the League of Arab States, UNICEF, WHO and UNFPA resulted in a state-of-the-art conceptual, empirical and analytical framework for collecting, analysing, disseminating and utilizing socio-economic, demographic and health information. Internationally known as the Pan Arab Project for Child and Maternal Development (PAPCHILD), the project is making available important information on MCH/FP that is being used in formulating sound population policies and programmes including, for first time in the countries in

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the Gulf, those related to maternal health. Coupled with the project to establish a Population Research Unit at the League of Arab States, the PAPCHILD project has contributed positively to the debate on population policies, giving them visibility and attention. This is being supported by political leaders who are voicing their concern about population and related issues including the role of women in development. The regional programme has also contributed to the growing recognition in the region of family planning (termed child spacing in some countries) as an important health measure.

50. A project at Al-Azhar University in Cairo has produced a publication entitled "The Legacy of Family Planning in Islam" and spurred religious debate about the role of religion in family planning. This project, along with associated efforts in the area of IEC, has helped to soften religious leaders' resistance to family planning. In fact, religious leaders are now increasingly supporting the use of contraceptives for child spacing and for improving the health of mothers and children. While experiencing some gains, much remains to be done in terms of improving the status of women, which has been shown to have a positive impact on family planning practices, and involving women and women's organizations in population and development activities.

51. A continuous review and assessment of population programmes has shown that, despite these positive developments, there remains a need to capitalize on these gains and strengthen them further. There is also a need to improve the quality and management of MCH/FP programmes and enhance the relevance and effectiveness of family planning messages, particularly those related to the role and status of women in the society.

Proposed programme

52. For the 1992-1995 period, UNFPA proposes to provide $10.7 million to support regional activities in the Arab States and Europe. This proposal takes into account experiences gained in the 1988-1991 programme, subregional differences in the Arab region, constraints with country-level population activities and emerging needs in the Arab region and in Central and Eastern Europe. The regional programme will complement the direct support to country-level activities by: (a) developing workable population strategies for the region(s) as a whole; (b) developing appropriate solutions to observed constraints common to the countries; and (c) strengthening and building on the initiatives of the 1988-1991 programme. Distribution of resources is provided in table 6. In addition, technical support will be provided by 17 regional advisers under the proposed TSS arrangement at an estimated cost of $10.2 million for the period 1992-1995 (see document DP/1991/35 and Corr.1).

TABLE 6. PROPOSED REGIONAL PROGRAMME FOR THE ARAB STATES AND EUROPE BY PROGRAMME AREA, 1992-1995

($US millions)

Programme area	1992	1993	1994	1995	Total
Basic data collection	0.60	0.80	0.80	0.60	2.80
Population policy	0.60	0.70	0.64	0.82	2.76
MCH/FP	0.40	0.40	0.50	0.50	1.80
IEC	0.30	0.40	0.50	0.60	1.80
Special programmes	0.20	0.30	0.50	0.54	1.54
Total	2.10	2.60	2.94	3.06	10.70

53. Maternal and child health and family planning. One of the major constraints in the area of MCH/FP in the Arab region has been a lack of data and information that could enable Governments to improve the management of their family planning services. Logistics and management information systems need to be developed throughout the region to improve planning, monitoring and impact assessment. Personnel from selected Arab

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countries will be trained through a regional training programme with the aim of institutionalizing at the country-level the development and establishment of national MIS systems. The country-level projects will be backstopped by the regional team MIS expert. Skills in family planning counselling also need to be strengthened in the Arab region. The regional training of trainers will be conducted with the assistance of an NGO.

54. Information, education and communication. Audience research for the development of appropriate family planning messages is required in the Arab region. NGOs from the region will undertake research and elaborate the guidelines for design of messages and the development of training modules.

55. UNFPA will continue to promote the importance of population issues in the region through its assistance for the elaboration and dissemination of regional publications prepared by the Economic and Social Commission for Western Asia (ESCWA). Furthermore, to enhance awareness among policy makers and programme managers in the Arab region, subregional training in how to conduct socio-cultural research is planned. This will ultimately result in country-level surveys and studies, with the technical assistance of an anthropologist/social psychologist as member of the regional IEC team.

56. Basic data collection and analysis. In 1989, the PAPCHILD comprehensive survey was launched in six countries with the support of UNFPA, AGFUND, UNICEF, WHO and the League of Arab States, covering household socio-economic, demographic and health information including that on maternal care, maternity history, child care. The survey also recorded pertinent information on communities' sanitation and sewage systems, schools, health clinics, and so on. This major undertaking was the first of its kind at the regional level and enjoyed full support and commitment from the League of Arab States. The Fund will continue to support the expansion of the PAPCHILD survey to other countries in the region.

57. Population research, training and policy development. Analysis of data and population research will be supported at the intercountry level in the Arab region through UNFPA support to the Population Research and Study Unit of the League of Arab States. This Unit was established to assist countries in developing their population policies and to integrate them into their development plans and programmes. Its activities include the collection, assessment, processing, storage and retrieval of population data, which will be greatly enriched by the results of the PAPCHILD survey; the compilation/production of bibliographic abstracts, a population multi-lingual thesaurus, a directory of Arab demographers, and an inventory of population projects in the region; the strengthening of the League's library and reference centre; and the expansion of training activities.

58 UNFPA will continue to support the International Islamic Centre for Population and Research at Al-Azhar University in Cairo, Egypt, so that it can maintain its sensitization/training programme on Islam and family planning.

59. Special programmes. Research has determined that the status of women is the single most important determinant of fertility levels. In the Arab region, UNFPA expects to fund jointly with UNDP, International Planned Parenthood Federation (IPPF) and AGFUND a regional centre to develop and implement programmes of training, research, information, and communications and to provide advisory services on issues related to women, the family and development. The Fund also proposes to continue to support the management and evaluation training programmes for women conducted by CEDPA until the proposed regional research centre is established.

60. A regional training project to establish women's databases in several Arab countries will be based on an interregional project executed by the United Nations Department of Technical Cooperation for Development and the United Nations Statistical Office and funded by UNFPA over the past few years. The regional courses will be followed by individual country projects. A similar women's database project will also be supported in the Europe region. Since the participating institutions are more likely to contribute and absorb most of the costs associated with training activities, UNFPA regional assistance would be modest.

B. Europe

61. The 1988-1991 regional programme in Europe consists of three projects executed by the Economic Commission for Europe (ECE) and two projects by the Europe Regional Office of WHO, which include a backstopping project for MCH/FP programmes in the Europe region and the publication of "Entre Nous, the European Family Planning Magazine".

62. With UNFPA assistance, a Population Activities Unit was established at ECE. The Unit's activities focused on the promotion of fertility and family surveys, integration of population policies and socio-economic policies, and research on the economic and social consequences of changing population structures. ECE will organize an expert group meeting in July 1991 to exchange information and experience on migration and to help identify critical areas for related operational research.

Proposed programme

63. During the next cycle (1992-1995), WHO-Europe will continue to provide support and backstopping to country-level MCH/FP programmes in Central and Eastern Europe. In addition, project requests have been prepared to train medical and para-medical personnel in family planning counselling, with special reference to service providers in Central and Eastern Europe; to help develop a standardized approach to compiling family planning indicators; and to undertake an adolescent reproductive health survey to be followed by in-country training. UNFPA's continued support to "Entre-Nous" is also being requested.

64. Further assistance to ECE is required for storing data and sharing information on fertility and family surveys. These surveys are the only internationally coordinated Europe-wide efforts to collect and analyse such data in the 1990s. The programme will also continue to support the current project on integrating population policies into economic and social policies. ECE will convene technical meetings to discuss the status of this integration. In this effort, ECE has expressed its wish to work closely with the National Institute for Population Research (Italy) and the Netherlands Interdisciplinary Demographic Institute.

65. Another study led by ECE will focus on the demographic characteristics and social and economic conditions of the elderly. The research, to be carried out in a comparative perspective, will make use of sample surveys to be drawn from the national population censuses taken in or around 1990.

66. Trainees from Central and Eastern Europe will be given training in demographic analysis at the Master's level, to be administered by ECE in collaboration with training institutions in Europe. Special attention will further be given to a meeting on international migration, to be organized under ECE auspices, as well as to in-depth population studies for the region, again in close collaboration with national demographic centres in Europe.

67. A sound information/communication campaign is needed throughout Central and Eastern Europe to promote receptiveness to family planning, as opposed to abortion, to achieve the desired family size. UNFPA will request an NGO to assist in upgrading the skills of and equip audio-visual and print-medium professionals in these countries. Based on audience research, training modules will be developed and annual meetings held.

68. Under another innovative project, UNESCO's modules on sex education in schools will be adapted to the needs of Central and Eastern European countries through a regional workshop. This will be followed by national workshops, at which appropriate curricula will be developed. To establish women's databases in these countries, DTCD and the United Nations Statistical Office will be assisting in regional seminars and workshops, to be followed-up with country-level activities.

IV. PROPOSED REGIONAL PROGRAMME FOR ASIA AND THE PACIFIC

69. Support of country programmes remains the guiding principle and overall objective for the proposed intercountry programme for the Asia and Pacific region for the period 1992-1995. In this connection, the principal means for implementing the programme will continue to be the United Nations specialized agencies, including the

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Economic and Social Commission for Asia and the Pacific (ESCAP) along with regional population institutes and NGOs. From the substantive point of view, the regional programme is designed to address issues and problems that are common to several countries. Activities include carrying out research and analysis of pertinent issues and trends; developing methodologies, curricula and prototype materials; training trainers and disseminating information. In addition, support at the regional level plays an important role in drawing attention to emerging population issues and in continually reinforcing the commitment of policy and decision makers to population concerns.

A. Financial overview of current programme

70. During the period 1988-1991, the UNFPA regional programme in Asia and the Pacific amounted to $27.6 million. Approximately 47.4 per cent ($13.1 million) went to IEC activities, followed by 24.3 per cent to family planning activities and 21.5 per cent to population dynamics. The remaining 6.9 per cent went to population policies and programmes (2.9 per cent), special programmes (2.2 per cent) and multisectoral activities (1.8 per cent) (see table 7).

TABLE 7. REGIONAL PROGRAMME FOR ASIA AND THE PACIFIC
BY PROGRAMME AREA, 1988-1991

Programme area	1988-1991 ($US millions)	Per cent %
Information, education and communication	13.1	47.4
MCH/FP	6.7	24.3
Population dynamics	5.9	21.4
Population policies and programmes	0.8	2.9
Special programmes	0.6	2.2
Multisectoral activities	0.5	1.8
Total	27.6	100.0

B. Proposed programme

71. In view of the limited resources available for the regional programme, there is a need to concentrate interventions on those areas that are considered to be of widespread importance, such as:

(a) Improving the effectiveness of family planning programmes, by upgrading the quality of services, strengthening programme management and conducting operations research as well as improving the effectiveness of IEC support;

(b) Promoting of the integration of population factors into national planning through advocacy among policy makers and developing and refining techniques and tools to facilitate such integration;

(c) Increasing awareness of the complex interrelationships between population, the environment, resources and development and developing strategies to achieve sustainable development;

(d) Developing national capabilities in population programme planning, management and evaluation through critical assessment of the status quo and the development of appropriate training programmes.

In achieving these objectives, particular attention will be paid to highlighting issues of concern to the status and well-being of women and to promoting the full integration of women into the mainstream of development efforts.

The programme will also emphasize the involvement of women in designing, implementing and assessing population activities. The proposed programme will address the major programme areas of UNFPA: MCH/FP, IEC, basic data collection and analysis, population research and policy development, and special programmes.

72. The proposed regional programme for the Asia and Pacific region by programme area for the period 1992-1995 is as follows:

TABLE 8. PROPOSED REGIONAL PROGRAMME FOR ASIA AND THE PACIFIC BY PROGRAMME AREA, 1992-1995
($US millions)

Programme area	1992	1993	1994	1995	Total
MCH/FP	1.10	1.20	1.65	1.95	5.90
Population research, training and policy development	0.55	0.75	0.90	1.20	3.40
IEC	0.80	0.90	1.20	1.30	4.20
Special programmes	0.20	0.30	0.20	0.20	0.90
Basic data collection	0.15	0.15	0.15	0.15	0.60
Programme reserve	0.20	0.30	0.30	0.20	1.00
Total	3.00	3.60	4.40	5.00	16.00

73. Maternal and child health and family planning. In the MCH/FP sector, several multi-country studies are planned to address such issues as the socio-cultural aspects of family planning acceptance; the unmet needs for family planning among adolescents; the mobilization of community resources for family planning; and ways of integrating family planning into health programmes, especially through primary health care. There is a need for training health care providers in family planning communications at the regional level.

74. In order to improve the quality and efficacy of family planning service delivery, the following initiatives are proposed: (a) training in the logistics of service delivery, including procurement and distribution of supplies; (b) development of indicators for quality control in family planning services; (c) improvement of programme management through training programmes for programme supervisors and implementors; and (d) development methodologies to strengthen national capacities in management information systems for MCH/FP.

75. Family planning programmes in the Asia and Pacific region are by far the world's largest consumers of contraceptives globally, and UNFPA has traditionally been one of the largest donors in this area. In order to provide a forum for the exchange of experiences, viewpoints and technical knowledge concerning contraceptive commodities, UNFPA will organize a conference on promoting contraceptive self-reliance in Asia during this programme period. Participants will include country representatives, multilateral and multi-bilateral donors, private-sector representatives and selected technical experts. The meeting is expected to facilitate a better understanding of conditions and options for producing contraceptives locally and to identify steps that can be taken to help countries to move towards contraceptive self-reliance. Participants will also discuss the role that external assistance and the private sector can play in this process.

76. In view of the fact that many countries in the region have predominantly young populations, the regional programme will support activities designed to encourage and expand involvement of youth and youth organizations in family planning. This will complement efforts to target youths with population education and encourage them to take a more active role in defining and communicating family planning messages.

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77. Another aim of the proposed regional programme is to promote the greater involvement of males in family planning and to encourage them to assume a more active role in responsible parenthood. This will require, among other things, an examination of the issue of male responsibility for family planning in different socio-cultural settings, in particular the role of men as family planning advocates, family planning practitioners and decision makers in family welfare. There is also a need to enhance the role of NGOs in promoting population programmes and to facilitate greater co-ordination and involvement of NGO's and Governments in the execution of these programmes.

78. Information, education and communication. In an effort to address the lack of communication support of population policies and programmes in many countries in the region, the regional programme will provide support for a critical assessment of communications activities with a view to identifying gaps in coverage and recommending ways to address such gaps. In this connection, a regional seminar will be organized to examine appropriate family planning communication strategies and to facilitate technical exchange in this area. The regional programme will, in particular, focus on developing family planning communication skills among health care providers in order to make up-to-date and accurate information concerning method options and effectiveness more widely accessible. Activities will include the development of relevant curricula and materials and the dissemination of information on AIDS. With respect to communication support for integrated population programmes, the regional programme is particularly well suited to develop methodologies and protocols for research.

79. The regional programme will continue to provide support for the population education clearing-house at UNESCO, as well as related activities such as the translation and assessment of materials and the development of prototype information and education materials. The programme will also support training aimed at improving the management of population education programmes.

80. In the area of population information, UNFPA proposes to continue to support the Regional Population Information Centre and Databank at ESCAP, as well as efforts to develop subregional information networks, e.g., among the members of the Association of South East Asian Nations (ASEAN), the South Asian Association for Regional Co-operation (SAARC) and in the South Pacific Commission (SPC). The regional programme will use these networks to ensure that population issues, including problems relating to urbanization, are covered in print, broadcast and non-broadcast media. There is a need, therefore, to sensitize journalists and media personnel on the impact of population processes on development and to strengthen their skills in integrating population content into their work. This will be done through regional-level training courses and workshops/seminars.

81. Basic data collection and population research and policy development. A majority of countries in the Asia and Pacific region will conduct censuses between 1990 and 2000. The regional programme will support preparations for such censuses, providing assistance for technical meetings relating to censuses and demographic and population data analysis. ESCAP will execute projects in this sector.

82. A major thrust of UNFPA support in the area of population and policy development will be to further develop human and institutional resources in monitoring and evaluating population policies and to conduct policy research so as to build up the base of knowledge on and create guidelines for the integration of population and development planning. In this connection, special attention will be given to developing training programmes aimed at improving policy analysis and at promoting self-reliance at the grass-roots level in population planning and environmental control. The regional programme will also seek to meet the continuous need to build up the pool of human resources conversant with basic principles of demography as well as with demographic techniques in macro-planning. Towards this end, continued support will be provided for the fellowship programmes at the International Institute for Population Sciences and for the Population Studies Programme at the University of the South Pacific.

83. The Fund's support to intercountry activities will include holding an Asia and Pacific conference on population in 1992 (preparatory to the 1994 International Conference on Population and Development), conducting continuous research on socio-cultural aspects of family planning programmes, mobilizing community support to

population programmes, and strengthening the regional population information network. Additional research activities will focus on the linkages between population and the environment; rural-urban migration; analysis and impact of population policy on demographic trends and the gender-sensitizing of demographic statistics. The findings of such research will be disseminated to policy makers and legislators in order to heighten political commitment to integrating population issues into development policy. Towards this end, organizations and parliamentary groups that have direct access to policy makers will continue to receive support for their efforts to promote and sustain political interest in population and related activities. Despite the rapid urbanization in many countries, it still remains a fact that most of the population in the region lives in rural areas. UNFPA proposes to support the development of methodologies and the dissemination of information to promote the incorporation of population factors in integrated rural development programmes.

84. There is a need for training programmes to develop skills in programme planning, management and administration. Such programmes have as their objective the creation of self-reliance to design, administer and evaluate population programmes. Agencies which will execute projects in this sector include ILO, ESCAP, FAO, the International Council on Management of Population Programmes (ICOMP), CEDPA, the Japanese Organization for International Cooperation in Family Planning (JOICFP), and the World Assembly of Youth (WAY), among others.

85. Special programmes and multisectoral activities. In an effort to highlight gender issues in the formulation as well as implementation of population policies, the regional programme will support research on the impact of population policies on the status of women and vice versa. Such research is important because, historically, there has been little involvement of women in the formulation of population policies. This is due in part to the very limited participation of women in legislative bodies, even though women are generally the main targets of such policies.

86. One of the most significant developments of the twentieth century has been the dramatic increase in the number and proportion of the elderly population. In the next three decades, the age profile of the world's population is projected to become markedly older, mainly as a result of changes in fertility and mortality. This demographic transition will proceed more rapidly in developing regions than it did in the developed regions and will involve larger absolute numbers. Many countries in Asia are now in the midst of this transition. The regional programme will therefore support activities leading to the development of appropriate policies to deal with the consequences of population ageing.

87. There is an ongoing need to increase the participation of youth in discussions of population, environment and development problems and to involve them at an early age. A regional workshop to inform, educate and motivate youth leaders is therefore considered to be essential.

V. PROPOSED REGIONAL PROGRAMME FOR LATIN AMERICA AND THE CARIBBEAN

A. Overview of current programme

88. During the period 1988-1991, the UNFPA regional programme in Latin America and the Caribbean amounted $21.8 million (see table 9). Approximately 44.4 per cent of this amount went to population research and policy development; this was followed by family planning at 23.1 per cent; IEC at 22.0 per cent; basic data collection at 6.3 per cent; and special programmes at 4.2 per cent.

TABLE 9. REGIONAL PROGRAMME FOR LATIN AMERICA AND THE CARIBBEAN BY PROGRAMME AREA, 1988-1991

Programme area	1988-1991 (US$ millions)	Per cent %
Population research and policy development	9.7	44.4
MCH/FP	5.0	23.1
IEC	4.8	22.0
Basic data collection	1.4	6.3
Special programmes	0.9	4.2
Total	21.8	100.0

89. In the area of MCH/FP, regional assistance has helped promote the acceptance of family planning as an essential component of primary health care and the understanding that women's health cannot be completely safeguarded without proper counselling and services that permit the spacing of childbearing. All countries of the region now provide family planning, though in many countries these services are not available everywhere, nor are they of adequate quality. The regional programme has permitted the adaptation and development of methodologies and guidelines for training medical and other personnel to support service delivery; to conduct research into issues and problem areas such as adolescent reproductive health, sex education and maternal mortality; and to help policy setting and programme planning in countries. Activities have also been undertaken in the area of service management, and the countries of the region share the concern that good management and evaluation practices are the backbone of quality and efficient services.

90. In the IEC area, regional activities have provided guidance to countries for the integration of population education contents into the curricula of primary and secondary schools and into programmes for teacher training. In particular, the programme has supported the production of technical guides to assist teachers in the presentation of population subjects and the elaboration of thematic guides relevant to population and family/community welfare. The programme has also helped to establish documentation systems and databases and has supported numerous activities to promote understanding of specific population issues and family planning as well as to raise awareness of policy makers and planners of the linkages of population to other goals for socio-economic development.

91. Activities in the area of basic data collection have aimed at developing and improving computer-based methodologies and programmes to collect and process data and at providing training to accompany the widespread utilization of these methodologies. Of note is the now widely used software programme for Retrieval of Small Area Statistics and Maps (REDATAM) that provides access to population and housing census data for small areas. The regional programme, through training in census-related activities, has sought to strengthen existing national capacities in specific tasks of data collection to help countries become self-reliant in this area.

92. Support to population research and policy development has, through training courses in demography and in population and development, enhanced understanding of population as it relates to development and increased planners' practical knowledge of how to integrate population into the processes of policy formulation and operational planning. The regional programme has supported a number of fellowships for specialization in the population area and provided policy makers, technicians and others involved in population and family planning programmes the opportunity to meet and exchange ideas and experiences. A variety of research has permitted a better understanding of population phenomena and the clarification of conceptual bases, as well as the development of approaches and methodologies to apply this knowledge in different countries of the region.

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93. Regional activities have given considerable attention to special groups such as women and youth. For women, activities in several areas have addressed their productive and particularly their reproductive roles and the actions needed to enhance their role and status in society and in the development process. For example, the programme has provided women with training in management, programme formulation and evaluation, and family planning. Activities for youth and adolescents have focused on expanding the teaching of sex education and promoting responsible reproductive behaviour, especially in light of the increased incidence of teen-age pregnancy and the spread of STDs and AIDS.

B. Proposed programme

94. Under the Fund's proposed successor arrangements to agency support costs (see document DP/1991/35 and Corr.1), intercountry advisory services, which are now provided as part of intercountry activities, will be separate from the intercountry programme and provided by country programme technical support teams. The regional programme for Latin America and the Caribbean will exclude support to the English-speaking Caribbean subregion since this will be provided under the programme for that subregion, which is also being submitted to the current session of the Governing Council for its approval (document DP/FPA/CP/78).

95. UNFPA proposes to provide $13.8 million to support regional activities in Latin America and the Caribbean for the period 1992-1995. This assistance will cover activities under the Fund's various programme areas and includes a programme reserve of $1.4 million to be programmed in due course for activities yet unforseen but needed to complement or to strengthen the proposed programme.

96. Under the proposed regional programme, concerted effort will be made to link activities to specific problem areas and particularly to use this approach to respond to needs and priorities in countries' population programmes. The proposed distribution of resources by sector (see table 10) takes into account the experience gained in the 1988-1991 programme and the conclusions of a review of current and emerging needs.

TABLE 10. PROPOSED REGIONAL PROGRAMME FOR LATIN AMERICA AND THE CARIBBEAN BY PROGRAMME AREA, 1992 - 1995
(US$ millions)

Programme area	1992	1993	1994	1995	Total
MCH/FP	1.0	1.1	1.1	1.2	4.4
Population research training and policy development	0.7	0.8	0.8	0.8	3.1
IEC	0.7	0.7	0.7	0.8	2.9
Special programmes	0.2	0.3	0.3	0.4	1.2
Basic data collection	0.2	0.2	0.2	0.2	0.8
Programme reserve	0.2	0.4	0.4	0.4	1.4
Total	3.0	3.5	3.5	3.8	13.8

97. The analysis of the situation in the region revealed that, while every country now provides family planning and some countries have made remarkable advances and commitments to population activities, the topics of population and family planning are still somewhat controversial. IEC activities for family planning need to be increased as well as training to enhance quality of care. The knowledge of population and population relationships accumulated in previous programmes must be consolidated, analysed and disseminated, and special efforts are required to generate a clearer understanding and a stronger political commitment. The trend in countries of the region to decentralize also requires support to give them proper tools to analyse regional situations and to conduct decentralized training and programming. In addition, to improve outreach, new channels for the provision of

population information and services must be identified and methodologies and materials for audience-specific programming must be refined.

98. The strategy of the proposed programme will focus on three main areas: (a) serving as a catalyst in addressing new and emerging critical issues as well as unresolved issues identified in the past that are better dealt with at the regional, rather than at the country level; (b) exchanging experiences and information among countries; and (c) training trainers in different areas so that they can in turn train others in their countries.

99. Maternal and child health and family planning. While there have been improvements in all countries of the region, maternal and infant morbidity and mortality remain high. There are, in addition, rising concerns with the increasing rates of teen-age and unwanted pregnancies, and with the need to promote more aggressively the notion of reproductive health among youth, including prevention of STDs and HIV/AIDS. UNFPA provides support to most countries of the region to expand the coverage and improve the quality of their MCH/FP services. The activities of the regional programme will work towards making these services more efficient by providing training for service staff and improving the delivery and management of reproductive health care and family planning services. In these areas, UNFPA will collaborate with the World Health Organization/Pan American Health Organization (WHO/PAHO) as well as with other competent organizations from the region. The programme will also seek to enhance community involvement in support of government efforts in women's health and family planning and to draw attention to emerging concerns, such as environmental health. UNFPA will also help organize seminars and meetings to exchange experience and information in order to capture and disseminate crucial lessons learned by individual countries.

100. Information, education and communication. UNFPA proposes to give particular attention to this area, especially insofar as non-formal population education and communication aspects are concerned. The programme will focus on developing new approaches to help countries formulate IEC strategies to achieve their population and family planning goals and to ensure consistency and socio-cultural sensitivity in the transmission of messages. For these initiatives, UNFPA proposes to collaborate with institutions from the region, which will also assure the cultural sensitivity that is necessary. The regional programme will also provide support to develop methodologies to extend population education to target groups in out-of-school settings. FAO and the ILO will be expected to collaborate in this area, as will NGOs from the region. UNFPA will collaborate with UNESCO in efforts to consolidate what has been done to date, to update prototype materials and guidelines for population education in the schools and generally to refine existing methodologies for population education programmes. A number of awareness-creation activities will be organized, regionally or subregionally, targeted to specific audiences in order to increase political commitment to population activities and to exchange experience and information among those involved in IEC. The Inter-American Parliamentary Group on Population and Development (IAPG) and NGOs will be expected to collaborate, as well as FAO, UNESCO and the ILO. UNFPA will, in particular, seek the assistance of Latin American NGOs, which are specially well suited to deal with the health and welfare of adolescents and youth as well as of women.

101. Data collection and analysis. In the past, UNFPA has supported a number of activities in this area, and there now exists in the region considerable knowledge and competence in data collection and analysis. Weaknesses that persist in such specific skills as sampling, cartography and data processing will be addressed at the country level; however, the regional programme will focus on further developing methodologies to collect, process and retrieve desegregated data for small areas, which is essential to policy planning. Another activity will be to help countries strengthen their databases, accompanying this with training of trainers for application at the country level. In collaboration with other agencies, and in an effort to improve monitoring of social development programmes, the regional programme will further develop integrated population and related statistics and re-examine existing socio-demographic statistics systems with a view to updating them and making them easier to use. UNFPA will make use of the technical cooperation of the Economic Commission for Latin America and the Caribbean (ECLAC) for most of these activities, as well as of other organizations, particularly those from the region. Practical dissemination of information and opportunities for national technicians to meet and learn from each other will be provided through seminars and meetings organized with the support of ECLAC or other regional institutions.

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102. Population research and policy development. There is a need to improve the demographic analysis capacity of the countries of the region to enable them to digest the information collected and interpret it for policy-makers. By and large, these needs will be met under country programmes and through the assistance of the country programme technical support team member for demographic analysis. The activities of the regional programme will focus on synthesizing the findings of existing research on population issues to highlight lessons learned and to help develop methodologies to facilitate the integration of population variables into development planning and programming. In designing the methodological approaches, emphasis will be given to trends towards decentralization observed in certain countries. The evaluative activities forecast under the programme will also enlarge on those critical issues where knowledge and know-how are still being developed, for example, in relation to population and the environment and the demographic implications of structural adjustment. The Latin American Demographic Centre (CELADE), the ILO and other organizations will participate in these activities. Organizations such as CELADE and the Latin American Population Program (PROLAP) will be invited to support the development of regional and subregional population information networks. Some training in demography will continue at CELADE, while training in population and development will be provided through the Fund's Global Programme of Training in Population and Development in Santiago, Chile.

103. Special programmes. To develop guidelines for gender analysis of population policies and programmes and for activities to exchange information and experiences UNFPA will collaborate with United Nations agencies, NGOs such as CEDPA and JOICFP, and other regional organizations and NGOs. CELADE will also collaborate in analysing and conducting operational research aimed at gaining a better understanding of the role of women in family planning and population and development, and, together with the ILO, in supporting the compilation of information on the socio-demographic conditions of women. WHO/PAHO and various NGOs will be involved in activities to exchange information on programmes aimed at adolescents.

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POLICY

UNITED NATIONS POPULATION FUND

WORK PLAN FOR 1992-1995 AND REQUEST FOR APPROVAL AUTHORITY

Report of the Executive Director

SUMMARY

This report of the Executive Director is submitted to the Governing Council for its approval in accordance with Governing Council decisions 83/17 III, adopted at its thirtieth session, and 89/46 B, adopted at its thirty-sixth session. It contains the work plan for the years 1992-1995 and as such gives information on UNFPA's resource situation, overall resource utilization and the distribution of programmable resources among country and intercountry activities and services. In accordance with Council decisions, it also provides information on allocations and utilization of resources in 1990. The document concludes with the request for approval authority for the years 1992-1995.

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I. UTILIZATION OF RESOURCES IN 1990

1. This report examines the utilization of resources by UNFPA in 1990, applying the measurements of resource utilization adopted by the Governing Council in decision 89/46 B. It also presents information about the size and substantive areas of the proposed country programmes being submitted to the Governing Council in 1991. The report further describes the work plan for 1992-1995 including information about projected resources and the proposed utilization of programmable resources among country and intercountry activities as well as among geographical regions. The report also contains the Executive Director's proposed programme expenditure level for 1992 and the estimates of new programmable resources for the 1993-1995 period in accordance with decision 89/46 B, paragraph 1, of the Governing Council.

2. Thanks to generous voluntary contributions of $205.8 million from Governments, UNFPA's income in 1990 totalled $212.4 million, an increase of $27.2 million over the previous year. This increase was $9.9 million more than had been projected in last year's work plan. The amount realized in interest income, foreign currency exchange gains, miscellaneous and other adjustments totalled $6.6 million in 1990, as compared to $4.5 million in 1989. Thus, the Fund's resources increased for the fourth year in a row. The total year-end allocations to UNFPA programmes and projects in 1990 amounted to $210.9 million, of which $154.2 million (73.1 per cent) was allocated to country activities and $56.7 million (26.9 per cent) to intercountry activities. Total project expenditures in 1990 are estimated at $168.9 million.

Table A. Performance indices for 1989 and 1990

(MILLIONS OF US DOLLARS)

	1989	1990 (PROVISIONAL)
NEW PROGRAMMABLE RESOURCES	134.1	159.9
GOVERNING COUNCIL-ENDORSED PROGRAMMABLE RESOURCES (1)	177.2 (A)	165.8 (B)
YEAR-END ALLOCATIONS (2)	194.2	210.9
EXPENDITURES (3)	157.4	168.9 (C)
PROJECT EXPENDITURE RATE: (3)/(2)	81.1%	80.1%
PROGRAMMED RESOURCE UTILIZATION RATE: (3)/(1)	88.8%	101.9%

(A) SEE DOCUMENT DP/1990/47, TABLE A.
(B) SEE DOCUMENT DP/1990/47, PARAGRAPH 31.
(C) ESTIMATED BY ASSUMING A PROJECT EXPENDITURE RATE OF 77.3 PER CENT FOR COUNTRY ACTIVITIES AND 87.7 PER CENT FOR INTERCOUNTRY ACTIVITIES.

3. As shown in table A, the provisional programmed resource utilization rate[1] for 1990 is 101.9 per cent. This represents the ratio of provisional total programme expenditures of $168.9 million to the Governing Council-endorsed estimate of total programmable resources of $165.8 million. This means that in 1990 UNFPA delivered all programmable resources available (namely, carry-forwards to 1990 and actual new programmable resources of 1990), which were $2.7 million more than the estimate endorsed by the Governing Council last year. In addition, $0.4 million was advanced against the 1991 programmable resources for activities in sub-Saharan Africa, which were implemented at a higher rate than expected.

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[1] The Council approved the use of this rate, which was put forth in document DP/1989/34, paragraph 2.

4. As shown in table B, total project expenditures for country activities in 1990 are estimated at $119.2 million and for intercountry activities at $49.7 million. Table B also shows that the percentage of total estimated expenditures for country activities in 1990 (70.6 per cent) exceeded 70 per cent for the first time in recent years.

Table B. Expenditures for country and intercountry activities, 1987-1990

(MILLIONS OF US DOLLARS)

	1987		1988		1989		1990(A)	
ACTIVITIES	($)	(%)	($)	(%)	($)	(%)	($)	(%)
COUNTRY	73.3	68.5%	89.9	69.3%	109.4	69.5%	119.2	70.6%
INTERCOUNTRY (B)	33.7	31.5%	39.8	30.7%	48.1	30.5%	49.7	29.4%
▸ REGIONAL	17.0	15.9%	19.9	15.4%	25.7	16.3%	26.2	15.5%
▸ INTERREGIONAL	16.7	15.6%	19.9	15.3%	22.4	14.2%	23.5	13.9%
TOTAL	107.0	100.0%	129.7	100.0%	157.5	100.0%	168.9	100.0%

NOTE: FIGURES MAY NOT ADD UP TO THE TOTALS GIVEN DUE TO ROUNDING.

(A) ESTIMATED BY ASSUMING A PROJECT EXPENDITURE RATE OF 77.3 PER CENT FOR COUNTRY ACTIVITIES AND 87.7 PER CENT FOR INTERCOUNTRY ACTIVITIES.

(B) INTERCOUNTRY ACTIVITIES ARE COMPOSED OF REGIONAL AND INTERREGIONAL ACTIVITIES. PERCENTAGES GIVEN FOR REGIONAL AND INTERREGIONAL ACTIVITIES ARE BASED ON THE TOTAL EXPENDITURES FOR COUNTRY AND INTERCOUNTRY ACTIVITIES FOR A GIVEN YEAR.

5. In absolute terms, UNFPA was able to deliver considerably larger resources to projects in 1990 than in any previous year. The $168.9 million in project expenditures in 1990 is $11.4 million more than such expenditures in 1989 (a 7.2 per cent increase) and $39.2 million more than expenditures in 1988 (a 30.2 per cent increase). The expenditures for country projects rose from $109.4 million in 1989 to $119.2 million in 1990, an increase of about 9.0 per cent. Intercountry project expenditures rose from $48.1 million in 1989 to $49.7 million in 1990, an increase of approximately 3.3 per cent. In addition, the provisional data indicate that the amount of resources mobilized for country activities in the sub-Saharan Africa region increased significantly (from $29.3 million to $42.1 million, or 43.7 per cent).

6. Table C presents expenditures for country and intercountry activities for the 1987-1990 period by substantive area. In 1990 the major share (63.1 per cent) of total resources once again went to family planning and closely associated information, education and communication (IEC) activities. While the share of family planning increased modestly from the previous year, the share of resources for programmes that provide critical support for family planning, namely IEC activities, reached its highest level following similar increases in the two preceding years. Additionally, the share of programme resources directed at enhancing the status of women (included in special programmes) increased to its highest level as it had in the two preceding years.

Table C. Expenditures by substantive area for country and intercountry activities, 1987-1990

(MILLIONS OF US DOLLARS)

SUBSTANTIVE AREA	1987		1988		1989		1990(A)	
	($)	(%)	($)	(%)	($)	(%)	($)	(%)
FAMILY PLANNING PROGRAMMES	54.6	51.0%	67.7	52.2%	70.5	44.7%	76.5	45.3%
INFORMATION, EDUCATION & COMMUNICATION	16.6	15.5%	19.1	14.7%	26.6	16.9%	30.1	17.8%
BASIC DATA COLLECTION	9.7	9.1%	13.0	10.0%	18.2	11.6%	17.6	10.4%
POPULATION DYNAMICS	13.2	12.4%	14.3	11.0%	20.4	12.9%	17.3	10.2%
FORMULATION & EVALUATION OF POPULATION POLICIES	8.2	7.7%	9.9	7.6%	12.2	7.7%	14.2	8.4%
IMPLEMENTATION OF POLICIES	0.2	0.2%	0.3	0.2%	0.1	0.0%	0.2	0.1%
MULTISECTOR ACTIVITIES	1.7	1.6%	2.2	1.7%	4.0	2.5%	4.8	2.8%
SPECIAL PROGRAMMES	2.8	2.6%	3.2	2.5%	5.7	3.6%	8.3	4.9%
TOTAL	107.0	100.0%	129.7	100.0%	157.5	100.0%	168.9	100.0%

NOTE: FIGURES MAY NOT ADD UP TO THE TOTALS GIVEN DUE TO ROUNDING.

(A) ESTIMATED BY ASSUMING A PROJECT EXPENDITURE RATE OF 77.3 PER CENT FOR COUNTRY ACTIVITIES AND 87.7 PER CENT FOR INTERCOUNTRY ACTIVITIES.

7. In terms of expenditures for country activities by functional category, it should be noted that training and technical assistance and backstopping continued to receive the largest proportion of programme resources in 1990, together accounting for 88.8 per cent of the total. These two functional categories also received the largest share of programme resources for intercountry activities, although the percentage (63.8 per cent) was lower than that for country activities. The share for the remaining functional categories -- research, information exchange and others -- accounted for 11.2 per cent for country activities and 36.2 per cent for intercountry activities.

8. Further, it should be noted that approximately $33.6 million, or 67.6 per cent of total expenditures for intercountry activities in 1990 were attributed to specific developing countries in accordance with the methodology approved by the Governing Council in decision 87/30 I.

9. Table D shows expenditures for country activities for the 1987-1990 period by priority country status. The total expenditure of $292.3 million for the four-year period for priority countries constitutes 74.6 per cent of the total expenditures for country activities.

Table D. Expenditures for country activities by priority country status, 1987-1990

(MILLIONS OF US DOLLARS)

	1987		1988		1989		1990(A)	
	($)	(%)	($)	(%)	($)	(%)	($)	(%)
PRIORITY COUNTRIES(B)	54.1	73.8%	66.1	73.5%	83.7	76.5%	88.4	74.1%
NON-PRIORITY COUNTRIES	19.2	26.2%	23.8	26.5%	25.7	23.5%	30.8	25.9%
TOTAL	73.3	100.0%	89.9	100.0%	109.4	100.0%	119.2	100.0%

NOTE: FIGURES MAY NOT ADD UP TO THE TOTALS GIVEN DUE TO ROUNDING.

(A) ESTIMATED BY ASSUMING AN EXPENDITURE RATE OF 77.3 PER CENT.
(B) BASED ON DECISION 88/34 I, PARAGRAPH 6.

II. NEW SUBMISSIONS OF COUNTRY AND INTERCOUNTRY PROGRAMMES TO THE COUNCIL AT ITS THIRTY-EIGHTH SESSION

10. The Executive Director is submitting to the thirty-eighth session of the Governing Council for its approval 16 comprehensive programmes, each for a period of four or five years. The 15 country programmes (5 in sub-Saharan Africa, 3 in Arab States and Europe, 3 in Asia and the Pacific, and 4 in Latin America and the Caribbean) and the intercountry programme total $397.7 million (of which $337.7 million would come from UNFPA regular resources).

11. The distribution of resources for these programmes by substantive programme area, as shown in table E, is in line with the guidelines set by the Governing Council in decision 81/7. For example, family planning activities receive the largest share of resources, accounting for 46.2 per cent of total programme resources, while information, education and communication projects receive 17.6 per cent. Resources for basic data collection and those for population research and policy development activities amount to 8.5 per cent and 14.8 per cent, respectively. Furthermore, in line with UNFPA guidelines as set forth in "An implementation strategy to strengthen the capacity of the Fund to deal with issues concerning women, population and development" (document DP/1987/38), all new country projects take into consideration women as both participants and beneficiaries of population and development activities. In addition, 7.4 per cent of country programme resources will be allocated to special programmes that include projects directly related to improving the status of women.

Table E. New submissions of country and intercountry programmes by substantive area

(MILLIONS OF US DOLLARS)

	($)	(%)
FAMILY PLANNING	183.6	46.2%
INFORMATION, EDUCATION AND COMMUNICATION	69.9	17.6%
BASIC DATA COLLECTION	33.8	8.5%
POPULATION RESEARCH AND POLICY DEVELOPMENT (A)	58.7	14.8%
SPECIAL PROGRAMMES (B)	29.5	7.4%
PROGRAMME RESERVE (C)	22.2	5.6%
TOTAL	397.7	100.0%

NOTE: FIGURES MAY NOT ADD UP TO THE TOTALS GIVEN DUE TO ROUNDING.

(A) INCLUDES POPULATION DYNAMICS, FORMULATION AND EVALUATION OF POPULATION POLICIES AND IMPLEMENTATION OF POLICIES.
(B) INCLUDES WOMEN, POPULATION AND DEVELOPMENT.
(C) INCLUDES MULTISECTOR ACTIVITIES.

III. WORK PLAN FOR 1992-1995 AND REQUEST FOR PROGRAMME EXPENDITURE AUTHORITY

A. The work plan, 1992-1995

12. The work plan of UNFPA is a projected programme of assistance based upon income projections, prior commitments and foreseeable needs over the next four years. Its present format is based on Governing Council decisions 83/17 III, adopted at its thirtieth session, and 89/46 B, adopted at its thirty-sixth session.

13. The work plan refers only to those activities that are funded from UNFPA's general resources (over the period 1987-1990 this constituted 95.4 per cent of UNFPA's resources) and not to those funded from multi-bilateral resources. The rationale for this lies in the fact that in the latter cases ultimate funding decisions are made by the individual multi-bilateral donor country or organization.[1] The work plan summarizes intended funding decisions by UNFPA and thus includes proposals that have been submitted to the Governing Council for its consideration and approval.

14. The work plan contains information on the following subjects:

(a) Estimates of new programmable resources for 1992-1995 by year (paragraphs 16-17);
(b) General considerations in resource distribution (paragraph 18);
(c) Distribution of total programmable resources, 1992-1995, among country and intercountry activities and services (paragraphs 20-22);
(d) Average annual distribution of country activities by region for the years 1992-1995 (paragraph 24);

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[1] For recent developments in multi-bilateral funding, see the Report of the Executive Director for 1990, document DP/1991/28(Part III), pages 13-14.

(e) Amounts for country activities already programmed for 1991-1995 (paragraphs 27-28);
(f) Average annual distribution of intercountry activities by region for the years 1992-1995 (paragraph 29).

15. The work plan of UNFPA is a rolling four-year plan. This means that for each new work plan the current year is deleted and one future year is added. Since most programmes and projects last for several years, and since allocations for these programmes and projects are periodically adjusted in accordance with rates of implementation and other factors, the calculation of proportional shares to each major sector, geographical region, country, etc., on the basis of the allocations at year end of any given year alone does not necessarily present the overall picture of the financial status of UNFPA-supported programmes. More important are the new programme decisions being made by UNFPA, even though these new programmes are implemented over a period of several years. Submission of new country programmes described in section II are examples of such new decisions, and they form part of the work plan.

16. The work plan is based on the income assumptions for the period 1992-1995 which, after deducting the administrative and programme support services (APSS) net budget[1] and additions to the operational reserve and to the newly created revolving fund for construction,[2] determine the estimates of new programmable resources. For the work plan for 1992-1995, the Executive Director estimates the income of 1992 at $262 million as the base and applies a constant annual rate of increase of 10 per cent for 1993-1995. The income projection for the work plan is based on the recent trend in the growth of the resource base of UNFPA, which increased on average by 11.0 per cent each year between 1987 and 1990 (11.5 per cent from 1986 to 1987, 14.0 per cent from 1987 to 1988, 4.0 per cent from 1988 to 1989, and 14.7 per cent from 1989 to 1990). The projection also takes into consideration preliminary indications from major donor countries about their pledges for 1992. UNFPA further anticipates increases in pledges from its traditional donors in the future because of the growing consensus among all countries of the need to devote more resources for population activities in developing countries. Moreover, the annual rates of increase used in earlier work plans tended to be conservative and overcautious, and the Executive Director recommends continuing to adopt a more pro-active, yet prudent, approach in resource planning, as reported to the Governing Council in 1990 (document DP/1990/47). The new programmable resources, as presented in table F, are calculated on the basis of these assumptions. Whereas the income for 1992-1995 is projected to increase on average by 10 per cent a year, the APSS gross budget is projected to increase by 6 per cent a year for the same period.

17. The Council, at its thirty-sixth session, in decision 89/49, paragraph 16, decided that with effect from 1989, the level of the operational reserve should be set at $45 million and that this level should be reviewed at the thirty-eighth session of the Council. The amount of $45 million was 25 per cent of the expected voluntary contributions for 1989 of $180 million. Delegates observed at the thirty-sixth session that by decision 81/7 III, paragraph 5, the Council had set the level at 25 per cent of contributions. They felt that in view of UNFPA's high liquidity position there was no need for an increase in the operational reserve proportional to increases in contributions to UNFPA. In the meantime, however, the situation has changed considerably, and the Executive Director proposes not only to increase the level of the operational reserve but also to again set that level as a percentage of contributions. One important reason for increasing the operational reserve is to protect the UNFPA programme against unfavourable fluctuations in the exchange rate of US dollars. The Fund is particularly vulnerable to such fluctuations since roughly 75 per cent of its contributions are pledged in currencies other than US dollars. Another reason for a considerable increase in the operational reserve is the fact that the level of the reserve needs to be seen in the context of expected increases in income. That is, the higher the expected increases in income, the greater is the risk that these increases will not be realized in full. This is precisely the type of contingency against which the operational reserve is designed to protect. The Executive Director believes that an operational reserve of 20 per cent is the minimal amount needed to ensure

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[1] The net budget is the gross budget for administrative and programme support services less projected agency support costs to UNFPA for procurement services to government projects and for overhead charges assessed by UNFPA to government-executed projects. UNFPA is proposing that agency support costs be reclassified under the programme costs (see document DP/1991/35).

[2] Background information on this inter-agency arrangement for renovation and construction of field offices is presented in UNFPA's budget estimates for the 1992-1993 biennium (see documents DP/1991/36 and Add.1).

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that UNFPA can provide the level of resources required to meet its programme obligations. Since the income of UNFPA is expected to increase from $212.4 million in 1990 to $349 million in 1995, an increase of 64 per cent, the operational reserve must increase in each year to maintain the 20 per cent level. Hence, the Executive Director proposes increases of the operational reserve as follows:

from 1991 to 1992 by $7 million,
from 1992 to 1993 by $6 million,
from 1993 to 1994 by $5 million,
from 1994 to 1995 by $7 million.

18. Table F shows the estimated new programmable resources for the period of 1992-1995 to be $964.5 million. By contrast, the new programmable resources for the previous four-year work plan period were $775.8 million.[1] These resources will be used in accordance with the following instructions by the Council:

(a) Considerably increased support to countries in the sub-Saharan Africa region through country and regional activities;

(b) Support to programmes and projects in priority countries at a level of four fifths of allocations to country activities;

(c) Continued emphasis on projects in the complementary areas of family planning and information, education and communication;

(d) Considerably increased support to programmes and projects that improve the role and status of women through country and intercountry activities;

(e) Support to country programmes and projects approved by the Council as scheduled in the individual country submissions;

(f) Levels of allocations to individual countries on the basis of the eight specific criteria mentioned in Council decision 81/7 I, paragraph 8.

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[1] See document DP/1990/47, table H. The figure does not include agency support costs.

Table F. New programmable resources for 1992 - 1995

(MILLIONS OF US DOLLARS)

	1992	1993	1994	1995	1992-1995
INCOME	262.0	288.0	317.0	349.0	1,216.0
(1) APSS NET BUDGET (A)	(51.2)	(53.8)	(56.4)	(60.1)	(221.5)
(2) ADDITION TO THE OPERATIONAL RESERVE	(7.0)	(6.0)	(5.0)	(7.0)	(25.0)
(3) ADDITION TO THE REVOLVING FUND	(2.5)	(2.5)			(5.0)
SUBTOTAL (1) + (2) + (3)	(60.7)	(62.3)	(61.4)	(67.1)	(251.5)
AVAILABLE AS NEW PROGRAMMABLE RESOURCES	201.3	225.7	255.6	281.9	964.5

NOTE: FIGURES MAY NOT ADD UP TO THE TOTALS GIVEN DUE TO ROUNDING.

(A) GROSS BUDGET FOR ADMINISTRATIVE AND PROGRAMME SUPPORT SERVICE LESS PROJECTED SUPPORT COST TO UNFPA FOR PROCUREMENT SERVICES TO GOVERNMENTS PROJECTS AND FOR OVERHEAD CHARGES BY UNFPA TO GOVERNMENT-EXECUTED PROJECTS.

19. By their very nature, all figures in the work plan are tentative, notably for the following reasons:

(a) As in the case of the 1990 work plan, the income estimates of the current work plan for the years 1992-1995 do not include a contribution from the United States Government. If and when the United States Government decides once again to contribute to UNFPA, the income estimates would have to be revised upwards. In addition, the income estimates would have to be adjusted during the course of the plan period as the value of the US dollar fluctuates;

(b) The Council has given UNFPA broad guidelines and priorities to be mindful of in allocating resources by geographical criteria (quantitative targets for country versus intercountry activities, and percentage of total resources to be allocated for priority countries[1]) as well as for each of the different work plan categories, such as family planning; information, education and communication; etc.;

(c) While UNFPA intends to allocate the major portion of its resources for country activities through country programmes approved by the Council, the formulation as well as implementation of projects in these programmes is sometimes delayed considerably. In such cases, a portion of the resources reserved for a specific country programme for a particular period may be made available for activities in other countries.

20. Table G shows the planned distribution of total programmable resources during the work plan period 1992-1995. It does not project any carry-forwards of resources from 1991 to 1992. The total programmable resources available were estimated at $964.5 million (an annual average of $241.1 million).

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[1] It should be recalled that the Council raised the percentage of total resources to be allocated for priority countries to 80 per cent, in decision 88/34 I, paragraph 6.

Table G. Distribution of programmable resources among country and intercountry activities and services, 1991-1994 and 1992-1995

(MILLIONS OF US DOLLARS)

	1991-1994			1992-1995		
	TOTAL	ANNUAL	AVERAGE	TOTAL	ANNUAL	AVERAGE
	($)	($)	(%)	($)	($)	(%)
(1) COUNTRY ACTIVITIES	580.4(A)	145.1	67.9%	647.9	162.0	67.2%
(2) TECHNICAL SUPPORT SERVICES				89.4	22.4	9.3%
(3) INDIRECT ADMINISTRATIVE SERVICES	70.0(B)	17.5	8.2%	49.2	12.3	5.1%
(4) REGIONAL ACTIVITIES	116.1(A)	29.0	13.6%	66.4	16.6	6.9%
(5) INTERREGIONAL ACTIVITIES	87.8(A)	22.0	10.3%	111.6	27.9	11.6%
(6) INTERCOUNTRY ACTIVITIES (4)+(5)	203.9(A)	51.0	23.9%	178.0	44.5	18.5%
(7) TOTAL (1)+(2)+(3)+(6)	854.3(C)	213.6	100.0%	964.5(D)	241.1	100.0%

NOTE: FIGURES MAY NOT ADD UP TO TOTALS DUE TO ROUNDING.

(A) SEE DOCUMENT DP/1990/47, TABLE I.
(B) AGENCY SUPPORT COSTS ESTIMATED ON THE BASIS OF THE RATIO BETWEEN THE AGENCY SUPPORT COSTS AND PROJECT EXPENDITURES FOR 1989. SEE DOCUMENT DP/1990/54.
(C) INCLUDES ESTIMATED CARRY-FORWARDS OF $8.5 MILLION FORM 1990 TO 1991.
(D) NO CARRY-FORWARDS PROJECTED FROM 1991 TO 1992.

21. The planned distribution of total programmable resources for 1992-1995 among country and intercountry activities (regional and interregional activities) and services takes into consideration the needs in each of these areas. According to this plan, country activities will account for 67.2 per cent of the total programmable resources during 1992-1995, proportionately almost the same as in the previous plan for 1991-1994. In absolute terms, the resources intended for country activities will increase to $647.9 million for the four-year period 1992-1995, an average of $162.0 million a year, from $580.4 million, or $145.1 million a year for the 1991-1994 period. This amounts to an average increase in the resources intended for country activities of $16.9 million per year. In addition, the major portion of the proposed Technical Support Services is directly related to country activities, namely technical advisers to assist in the implementation of country programmes and projects.

22. Under the proposed Technical Support Services, out of 156 proposed technical professionals (average), 44 posts (28 per cent) are agency headquarters specialists/coordinators and 112 posts (72 per cent) are for country programme technical support teams. Thus it is estimated that $25.0 million of allocations for Technical Support Services (2.6 per cent of the programmable resources) would be used for headquarters technical backstopping and $64.4 million (6.7 per cent of the programmable resources) for country programme technical support. The indirect administrative services costs will be based on country projects. Currently it is agreed that this will amount to 6 per cent of the project costs but the rate may change subject to the result from the ongoing Cost Measurement Study being made by UNDP. The $49.2 million (or 7.6 per cent of resources for country activities) for indirect administrative services includes a provision for this possible future increase. After transforming the technical assistance and backstopping, which is the largest component of current intercountry activities, into the Technical Support Services, the resultant intercountry activities look quite different from those in the previous work plan. Also, the proposed resource utilization plan takes into

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consideration the proposed intercountry programme being submitted to the Council this year (document DP/1991/29). Regional and interregional activities will account for 6.9 per cent and 11.6 per cent, respectively, for the 1992-1995 period, a major decline from the 13.6 per cent for regional activities and an increase from the 10.3 per cent for interregional activities planned for the previous planning period of 1991-1994. The resources for intercountry activities, even though difficult to compare, will decrease considerably from $203.9 million to $178.0 million, or from 23.9 per cent to 18.5 per cent of total expenditures.

23. Table H presents a resource utilization pattern for country activities by region from 1987 to 1995. It contains:

(a) Expenditures for country activities by region from 1987 to 1990;
(b) The average intended distribution for 1991-1994 as reported in the work plan of 1990 (document DP/1990/47);
(c) The average intended distribution for 1992-1995 now being proposed.

The table shows a continuous increase in the resources allocated for country activities since 1987. Figure 1 presents a graphic summary of this programming trend.

24. The average annual increase in the work plan for 1992-1995 of $16.9 million in resources intended for country activities will be distributed among the four regions as follows: sub-Saharan Africa, $7.0 million; Asia and the Pacific, $5.7 million; Arab States and Europe, $2.1 million; and Latin America and the Caribbean, $2.1 million. The increase in resources to sub-Saharan Africa is in conformance with recent Council decisions 87/30, 88/34, 89/46 and 90/35. It also reflects UNFPA's continued efforts to give priority to countries in sub-Saharan Africa, particularly in view of the deteriorating demographic and socio-economic conditions in many parts of the region, the large number of priority countries there (31 countries), and these countries' growing absorptive capacity to utilize population assistance. With the additional $5.7 million per year over last year's work plan, the Asia and Pacific region, with average annual resources of $67.7 million, will remain the largest in the Fund, accounting for 41.8 per cent of total UNFPA resources intended for country activities. As for the Arab States and Europe, and Latin America and the Caribbean, the proportion of the additional resources essentially remains constant, although each will receive an increase in resources in absolute terms.

25. One significant long-term trend of the Fund's country activities is a steady and substantial increase in support to the countries of sub-Saharan Africa. UNFPA support for African countries increased from $18.9 million in 1987 to $42.1 million in 1990 and is expected to increase to $54.6 million per year in the 1992-1995 period. It should be emphasized that the 43.7 per cent increase from 1989 to 1990 was made possible because of the growing absorptive capacity of countries in the region. In terms of the proportion of UNFPA resources going to country activities, the share for sub-Saharan Africa grew from 25.7 per cent of the total in 1987 to 35.3 per cent in 1990 and is expected to be 33.7 per cent in the period 1992-1995. Country activities in Asia and the Pacific in the period 1987-1990 amounted to $176.3 million, which is 45 per cent of the Fund's total programme expenditures for country activities. The average annual expenditures for this region increased from $35.2 million in 1987 to $48.2 million in 1990 and is expected to grow to $67.7 million in the period 1992-1995. The average annual expenditures for the Arab States and Europe rose from $9.0 million in 1987 to $15.2 million in 1990 and is projected to be $19.8 million in 1992-1995. The corresponding figures for Latin America and the Caribbean were $10.3 million in 1987 and $13.7 million in 1990. The projected annual resources for this region in the period 1992-1995 are $19.9 million.

Table H. Intended country activities by region for the periods 1991-1994 and 1992-1995 compared with expenditures, 1987-1990

(MILLIONS OF US DOLLARS)

	1987 EXPENDITURE		1988 EXPENDITURE		1989 EXPENDITURE		1990 (A) EXPENDITURE		1991-1994 (B)		1992-1995	
									ANNUAL AVERAGE	% OF COUNTRY ACTIVITY RESOURCE	ANNUAL AVERAGE	% OF COUNTRY ACTIVITY RESOURCE
	($)	(%)	($)	(%)	($)	(%)	($)	(%)	($)	(%)	($)	(%)
AFRICA (SUB-SAHARAN)	18.9	25.7%	23.4	26.0%	29.3	26.8%	42.1	35.3%	47.6	32.8%	54.6	33.7%
ARAB STATES AND EUROPE	9.0	12.3%	12.0	13.4%	13.6	12.4%	15.2	12.7%	17.7	12.2%	19.8	12.2%
ASIA AND THE PACIFIC	35.2	47.9%	41.4	46.1%	51.5	47.0%	48.2	40.5%	62.0	42.7%	67.7	41.8%
LATIN AMERICA/CARIBBEAN	10.3	14.0%	13.0	14.5%	15.1	13.8%	13.7	11.5%	17.8	12.3%	19.9	12.3%
TOTAL	73.3	100.0%	89.9	100.0%	109.4	100.0%	119.2	100.0%	145.1	100.0%	162.0	100.0%

NOTE: FIGURES MAY NOT ADD UP TO THE TOTALS GIVEN DUE TO ROUNDING.
(A) ESTIMATED BY ASSUMING AN IMPLEMENTATION RATE OF 77.3 PER CENT FOR COUNTRY ACTIVITIES.
(B) SEE DOCUMENT DP/1990/47, TABLE J.

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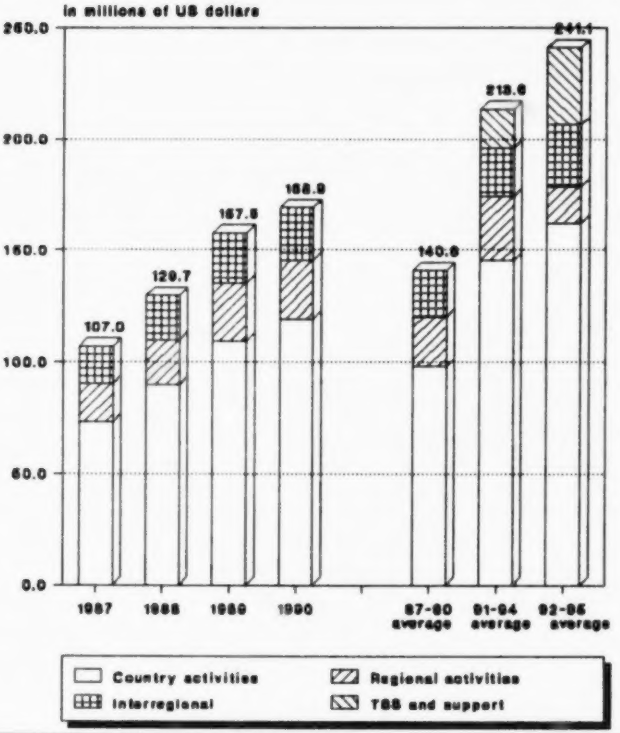
Figure 1. Distribution of programmable resources, actual and projected



26. The emphasis given to country activities in the proposed work plan is further evident when such activities are compared with those during the period 1987-1990. For example, the proposed distribution of resources for African country activities, $218.3 million, or 33.7 per cent of the total resources for country activities in the period of 1992-1995, constitutes an increase of $104.6 million, or about 92.0 per cent, over the period 1987-1990. The resources to be allocated to Asia and the Pacific will be $270.9 million, an increase of $94.6 million, or approximately 53.7 per cent, over the period 1987-1990. The other two regions will have roughly similar shares, each of about $79 million, or about 12 per cent of country programme resources. This constitutes a 59 per cent increase over expenditures for 1987-1990 for Arab States and Europe and a 52 per cent increase for Latin America and the Caribbean. Figure 2 provides a graphic presentation of this programming trend by comparing country activities by region for 1987-1990 and 1992-1995.

27. Based on an analysis of the status of financial implementation of UNFPA programmes and projects, the balance of commitments (regular funds) to country programmes approved by the Governing Council is estimated to be $406.0 million for 1991-1995;[1] including the new programmes being submitted to the Governing Council at this session (see document DP/1991/31, table C). Of the $793.0 million intended for country activities between 1991 and 1995,[2]

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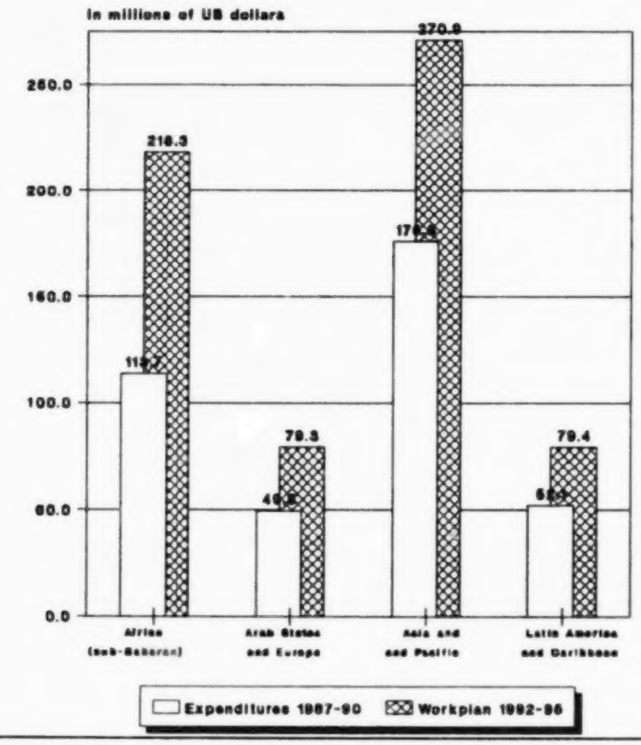
[1] Six of the country programmes are scheduled to be completed in 1996.

[2] The sum of $145.1 million for 1991, the annual average of intended country activities for 1991-1994, and $647.9 million, intended country activities for 1992-1995 (see table G).

Figure 2. Country activities by region
expenditures 1987-90 & workplan 1992-95



therefore, $406.0 million, or 51.2 per cent, has already been programmed through country programmes and projects that have either been approved by the Council at earlier sessions or are being submitted to the Council at the thirty-eighth session (see table I). It should be noted that the percentage is based on the five-year period including 1991 rather than the work plan period 1992-1995. By comparison, the rate reported in last year's work plan was 65.6 per cent (document DP/1990/47, table K).

28. In the Latin American and Caribbean region, 76.1 per cent of the expected resources for country activities in 1991-1995 have already been programmed. This is due to the fairly large amount of resources committed to country programmes that have recently been or are being submitted to the Council. It also reflects the Fund's accelerated programming in the Latin American and Caribbean region in recent years. Similarly, in the Asia and Pacific region, 64.4 per cent of the expected resources for country activities in 1991-1995 have already been programmed.

Table I. Intended country activities for 1991-1995 and amounts already programmed with percentage shares

(MILLIONS OF US DOLLARS)

	TOTAL COUNTRY ACTIVITIES 1991-1995	AMOUNT ALREADY PROGRAMMED AND PERCENTAGE OF THAT AMOUNT BY REGION 1991-1995		AMOUNT ALREADY PROGRAMMED AS PERCENTAGE OF REGION TOTAL
	($)	($)	(%)	(%)
AFRICA (SUB-SAHARAN)	265.9	75.6	18.6%	28.4%
ARAB STATES AND EUROPE	97.0	41.8	10.3%	43.1%
ASIA AND THE PACIFIC	332.9	214.5	52.8%	64.4%
LATIN AMERICA AND THE CARIBBEAN	97.2	74.0	18.2%	76.1%
TOTAL	793.0	406.0	100.0%	51.2%

NOTE: FIGURES MAY NOT ADD UP TO THE TOTALS GIVEN DUE TO ROUNDING.

29. With regard to intercountry activities, the Executive Director proposes to distribute $66.4 million for regional activities for the work plan period (table G), and to increase the intended resources for interregional activities from $87.8 million to $111.6 million. In terms of proportion of total programmable resources, intercountry resources for the period of 1992-1995, as shown in tables G and J, will be distributed as follows: 6.9 per cent for regional activities and 11.6 per cent for interregional activities. Overall, this amounts to 18.5 per cent of all UNFPA programmable resources, a smaller proportion than that in the 1990 work plan of 23.9 per cent. One significant aspect in this proposal is that the resources for regional activities will decrease in absolute terms, as well as in proportional terms, while those for interregional activities will increase both absolutely and as a percentage. This proportion of resource distribution among intercountry activities has taken into consideration the proposed Technical Support Services, which separates technical advisory services from intercountry activities. Regional activities, because of their geographical and cultural proximity, are expected to contribute greatly to strengthening the institutional capacity of developing countries, especially in sub-Saharan Africa.

Table J. Intended intercountry activities by region for the periods 1991-1994 and 1992-1995 compared with expenditures, 1987-1990

(MILLIONS OF US DOLLARS)

	1987 EXPENDITURE		1988 EXPENDITURE		1989 EXPENDITURE		1990 (A) EXPENDITURE		1991-1994 (B)		1992-1995	
									ANNUAL AVERAGE	% OF INTERCOUNTRY ACTIVITY RESOURCE	ANNUAL AVERAGE	% OF INTERCOUNTRY ACTIVITY RESOURCE
	($)	(%)	($)	(%)	($)	(%)	($)	(%)	($)	(%)	($)	(%)
AFRICA (SUB-SAHARAN)	5.9	17.6%	7.8	19.6%	9.8	20.3%	9.7	19.6%	12.3	24.1%	6.5	14.6%
ARAB STATES AND EUROPE	2.3	6.8%	2.7	6.9%	3.9	8.1%	3.9	7.9%	4.1	8.0%	2.7	6.0%
ASIA AND THE PACIFIC	5.9	17.6%	5.2	13.1%	6.7	13.8%	7.8	15.8%	8.2	16.0%	4.0	9.0%
LATIN AMERICA/CARIBBEAN	2.8	8.4%	4.2	10.4%	5.3	11.1%	4.7	9.5%	4.5	8.8%	3.5	7.8%
REGIONAL SUB-TOTAL	17.0	50.4%	19.9	50.0%	25.7	53.4%	26.2	52.7%	29.0	56.9%	16.6	37.3%
INTERREGIONAL ACTIVITIES	16.7	49.6%	19.9	50.0%	22.4	46.6%	23.5	47.3%	22.0	43.1%	27.9	62.7%
INTERCOUNTRY TOTAL	33.7	100.0%	39.8	100.0%	48.1	100.0%	49.7	100.0%	51.0	100.0%	44.5	100.0%

NOTE: FIGURES MAY NOT ADD UP TO THE TOTALS GIVEN DUE TO ROUNDING.
(A) ESTIMATED BY ASSUMING AN IMPLEMENTATION RATE OF 87.7 PER CENT FOR INTERCOUNTRY ACTIVITIES.
(B) SEE DOCUMENT DP/1990/47, TABLE L.

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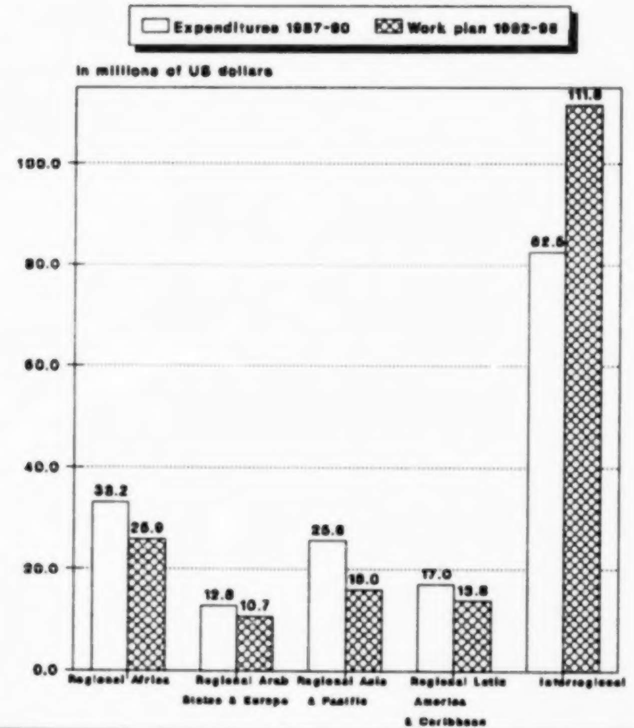
Figure 3. Intercountry activities by expenditures 1987-90 & work plan 1992-95



30. Table J also indicates that the actual resources allocated to interregional activities were $82.5 million, or 48.2 per cent of the total intercountry resources of $171.3 million for the period 1987-1990. However, the resources intended for interregional activities for 1992-1995 will be $111.6 million, or 62.7 per cent of the total, an increase of 14.5 per cent. As figure 3 depicts, while Africa and Asia accounted for $33.2 million or 19.4 per cent of the total resources and $25.6 million or 14.9 per cent, respectively, in the 1987-1990 period, sub-Saharan Africa will receive the largest regional share of $25.9 million in 1992-1995, or 14.6 per cent of the intercountry programme resources of $178.0 million. Resources for regional activities in Asia will amount to $16.0 million, or 9.0 per cent of total. The Latin America and Caribbean region and the Arab States and Europe region will receive resources of $13.8 million and $10.7 million, respectively.

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B. Request for programme expenditure authority

31. At its thirty-sixth session the Governing Council endorsed the proposal by the Executive Director that the approval authority be set at the level of programme expenditure she is authorized to make in the first year of the four-year work plan period, which will be reviewed, revised and updated yearly, on a rolling basis. The programme expenditure level is equivalent to the total programmable resources, which are the sum of the new programmable resources and carry-forwards (a surplus or a deficit) from the previous year. The requested programme expenditure authority refers only to new programmable resources since the expenditure authority for the carry-forwards has already been given in previous years. The Executive Director estimates the revised total programmable resources available in 1991 to be $171.3 million (including projected deficit carry-forwards of $0.4 million). The total programmable resources available in 1992 is projected to be $201.3 million (no carry-forwards projected).

32. The Executive Director further proposed and the Governing Council endorsed (see paragraph 1 of decision 89/46 B) at its thirty-sixth session that forward approval be at the levels of the estimates for new programmable resources for the subsequent three years of the work plan period. Table K presents the estimates for new programmable resources for 1993-1995 as well as the proposed new programme expenditure level for 1992, which is equivalent to the total new programmable resources for 1992. The estimate for 1993, which will be adjusted if necessary, will become the basis for the approval authority for that year when the new work plan covering the period 1993-1996 is submitted to the Council in 1992.

Table K. Proposed programme expenditure level for 1992 and estimates for new programmable resources for 1993-1995

(MILLIONS OF US DOLLARS)

	1992	1993	1994	1995	TOTAL 1992-1995
TOTAL NEW PROGRAMMABLE RESOURCES (A)	201.3	225.7	255.6	281.9	964.5

NOTE: FIGURES MAY NOT ADD UP TO THE TOTALS GIVEN DUE TO ROUNDING.
(A) SEE TABLE F OF THIS REPORT.

33. As reported to the Governing Council at its last session, UNFPA continues to set a programme ceiling within the Fund in order to monitor the level of allocations and achieve maximum resource utilization by the end of each year while maintaining financial control. The programme ceiling is a useful and practical internal management tool to ensure prudent financial practice and maximum financial accountability. The programme ceiling is adjusted not only on the periodically revised income projections and resulting new programmable resources but also on the programme dynamics in various regions.

34. Moreover, it should be reiterated that UNFPA is further strengthening its capacity to monitor and control programme expenditures in order to manage resources against the uncertainties and fluctuations in contributions. This is being enhanced in part through the ongoing development and strengthening of the Fund's management information

system as reported to the Governing Council in document DP/1989/42 and in document DP/1990/51. This will, among other things, facilitate more timely and more up-to-date reviews of progress made in programme implementation against the plan, which will enable UNFPA to anticipate deviations and to take corrective actions more quickly and decisively. Furthermore, as mentioned earlier, the work plan is to be revised each year on a rolling plan basis to reflect the latest income estimates and to determine the level of programme expenditures in future years.

IV. RECOMMENDATIONS

35. The Executive Director recommends that the Governing Council:

(a) Endorse the Executive Director's programme resource planning proposals set out in paragraphs 12 to 34;

(b) Set the level of the operational reserve at 20 per cent of estimated income for each year and approve the proposed additions to the operational reserve of $7 million, $6 million, $5 million and $7 million for the years 1992, 1993, 1994 and 1995, respectively;

(c) Approve the request for the new programme expenditure level in the amount of $201.3 million for 1992;

(d) Endorse the use of the following estimates for new programmable resources for the 1993-1995 period: $225.7 million for 1993; $255.6 million for 1994; and $281.9 million for 1995.

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